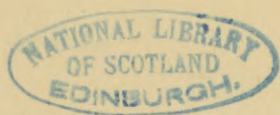


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MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

Vol. II. No. 1.
January 1922.

Information Section of the
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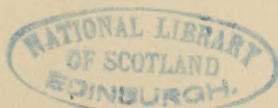
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I. Summary of the Month.

The Council of the League held its 16th ordinary session at Geneva this month. The representatives of the States Members of the Council were the following:

M. Paul HYMANS, President (Belgium).
M. DA CUNHA (Brazil).
M. TANG-SAI-FOU (China).
M. Gabriel HANOTAUX (France).
Mr. Cecil HARMSWORTH (British Empire).
Marquis IMPERIALI (Italy).
Viscount ISHII (Japan).
M. QUIÑONES DE LEÓN (Spain).



If to the representatives of these States Members of the Council are added the delegates of Powers invited to take part in the discussion of questions which particularly concerned them, the States and territories represented at the meeting numbered no fewer than 18. The delegates from Esthonia, Lithuania, Latvia, Finland, Poland, Austria, Serb-Croat-Slovene State, Albania, Free City of Danzig, and the Saar Territory sat in turn at the Council table.

The session lasted from January 10th to 15th, and most of the sittings were public, especially for questions of a political character, the private sittings being reserved chiefly for matters of interior administration. The desire expressed by both Assemblies of the League for the greatest possible publicity of Council debates was thus realised.

The agenda covered a large number of questions. The Council put into operation several of the resolutions passed by the Second Assembly, such, for example, as the decision to refer to the respective Commissions the proposed amendments to Article 6 (Organisation of the Secretariat), Article 10 (Territorial integrity of States Members of the League) and Article 18 (Registration of Treaties). The same applies to the resolution in which the Council accepted the recommendation of the Assembly regarding Article 16 of the Covenant (Economic Blockade), so far as it concerned measures to be taken by the Council, should it become necessary to employ the economic weapon before the amendments adopted by the Assembly have been ratified; also to the resolution of the Council setting up a committee to study the procedure of conciliation proposed in the amendments of the Norwegian and Swedish Governments, and to the resolution for the creation and early appointment of a committee to study questions of intellectual co-operation. Acting upon the opinion of the Conference for the suppression of the Traffic in Women and Children which met in Geneva last July, the Council decided to set up a consultative commission, which would advise the Council on all international matters relevant to this subject.

In the political field, the Council had before it the Polish-Lithuanian question, the report of the Albanian Commission, and the diplomatic Convention regarding the neutralisation and non-fortification of the Aaland Islands (which is the first European agreement directly concluded under the auspices of the League of Nations). The administration of Danzig and of the Saar occupied the attention of the Council for several sittings. On a number of points, the Council had only to approve measures taken by the Senate of Danzig, the Polish Government, and the High Commissioner of the League. It renewed General Haking's appointment as High Commissioner of Danzig, and re-elected the four members of the Saar Basin Governing Commission, with M. Rault as Chairman.

Two resolutions of the Council dealt with humanitarian questions. One had for its object the enlargement of the field of activity of the High Commissioner of the League engaged at Constantinople upon the repatriation of women and children deported into Turkey and neighbouring regions. The other reconstituted the Epidemic Commission and contained a pressing appeal to the Governments which promised contributions to the work of this commission, in order that the commission might be able to carry out measures of relief necessitated by the health situation in Eastern Europe.

The date of the next Council meeting is fixed for April 25th. The President, under the system of alphabetical rotation, will be M. da Cunha.

While the Council was in session at Geneva, M. Calonder, the president of the Polish-German negotiations, continued his journey in Upper Silesia for the purpose of acquainting himself with the position on the spot. The work of the sub-commissions is nearly finished.

All preparations were completed for the opening of the Permanent Court of International Justice at The Hague.

II. Organisation of the League.

I. THE PRELIMINARY SESSION OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

Part of the Peace Palace at The Hague has been placed at the disposal of the League by the Carnegie Endowment, and prepared for the reception of the Court, whose members were to hold a preliminary session on January 30th in order to arrange its procedure and to organise its work.

The first duties are to elect a President and Vice-President, and to decide on the order of seniority of the Judges and Deputy Judges. The Court has also to settle the delicate question of the status and precise duties of the Deputy Judges, and the circumstances and manner in which they are to take part in the Court's proceedings. It will be necessary to appoint a Registrar, to engage the nucleus of a permanent staff, and to determine the salaries and method of appointment of these officials.

The Court will have to draw up rules for its ordinary and its summary procedure, as well as for its advisory procedure, and to determine the method of selecting assessors from the lists of experts to advise in disputes relating to labour, transit or communications. The Court will decide whether it is advisable to request the Council to approach the 51 Governments Members of the League, with a view to their conferring special rank and title on the Judges of the Court. Other questions to be considered are the wearing of robes and the choice of a seal and signet for the Court. A provisional seal and signet have already been struck and are in the custody of the Secretariat of the League. The Judges and Deputy Judges have to take an oath when they assume office, and it has been proposed that this oath should be in the following terms:

"Having been elected a Judge of the Permanent Court of International Justice by the votes both of the Assembly and the Council of the League of Nations, I... solemnly pledge myself to exercise at all times, with complete impartiality and according to my conscience, the duties with which I have been entrusted."

Finally, the details for the public opening of the Court, fixed for February 15th, will have to be decided at the preliminary session. The Court, in full session, will be received on behalf of the Government of the Netherlands and of the League of Nations.

2. COMMITTEE ON AMENDMENTS TO THE COVENANT.

The Council was requested in a Resolution of the Second Assembly to submit to the Committee on Amendments for further examination the postponed draft amendments, and also certain proposed amendments which it was desired to bring before the next Assembly.

Stated briefly, the following are the draft amendments which were postponed by the Second Assembly:

- (a) Draft amendment to Article 10 of the Covenant (territorial integrity and existing political independence of the Members of the League), proposed by the Canadian Delegation.
- (b) Draft amendment to Article 18 of the Covenant (registration of treaties), submitted by the Committee of Jurists and the First Committee of the Assembly.

In addition to the above amendments which, in pursuance of the Second Assembly's decision, are to be brought before the Third Assembly, an amendment to Article 6 of the Covenant (Organisation of the Secretariat) was submitted by the Polish Government, which requested that it should be inserted in the agenda for the Third Assembly.

The Council decided to ask the Committee on Amendments to the Covenant to continue their work. It will fix a date for the meeting of the Committee at one of its subsequent sessions.

3. ARTICLE 16 OF THE COVENANT AND THE APPLICATION OF THE ECONOMIC WEAPON.

The first of the nineteen Resolutions adopted by the Second Assembly in regard to the Economic Weapon (Article 16) states that:

"The resolutions and the proposals for amendments to Article 16 which have been adopted by the Assembly shall, so long as the amendments have not been put in force in the form required by the Covenant, constitute rules for guidance which the Assembly recommends, as a provisional measure, to the Council and to the Members of the League, in connection with the application of Article 16."

Amendments can become effective only if they are ratified by all the States represented on the Council at the time when the vote is taken, and by a majority of the States in the Assembly.

Pending ratification of the amendments to Article 16, the Council decided, in accordance with a report by Marquis Imperiali, to be guided by the recommendations of the Assembly, so far as they affect measures to be adopted by the Council, in case it should become necessary to make use of the Economic Weapon before any definite rules are established.

On the other hand, the Members of the League will be requested to inform the Council, for its information and guidance, of their views on the rules proposed by the Assembly regarding the measures to be taken by the Members of the League in the event of an application of the blockade.

4. THE COMMITTEE TO CONSIDER THE PROCEDURE OF CONCILIATION.

In 1920 the Norwegian and Swedish Governments proposed amendments to Articles 12 and 15 of the Covenant with a view to making it obligatory for every State Member of the League to constitute a permanent arbitration and conciliation commission, whose duty it would be to examine, in the first instance, any disputes which might arise between the State in question and any other Member of the League.

The Assembly did not adopt these amendments, but it approved of the procedure for conciliation as being in conformity with the spirit of the Covenant and requested the Council to appoint a committee to investigate the procedure set forth in the amendments of the Swedish and Norwegian Governments with a view to establishing a code of rules.

Acting upon a report presented by M. Quiñones de León, the representative of Spain, the Council decided to appoint this committee, which will meet under the chairmanship of M. Adatci, Japanese Ambassador at Brussels.

5. THE CENTRAL INTERNATIONAL OFFICE FOR THE SUPERVISION OF THE LIQUOR TRAFFIC IN AFRICA.

The Convention of September 10th, 1919, regarding the liquor traffic in Africa, has been ratified by Belgium, France and Great Britain. This Convention provides, in Article VII, that a central international office shall be constituted and placed under the authority of the League of Nations; its duty will be to collect and preserve documents of every description which have passed between the High Contracting Parties with regard to the importation and manufacture of alcoholic liquors under the conditions laid down by the Convention.

The Commission which drew up the Convention of September 10th, 1919, during the negotiations of the Peace Conference at Paris, expressed a desire that the international office provided for in Article VII should have its seat at Brussels.

The Belgian Government proposed to the Council of the League that this course should be adopted, and, on the proposal of Marquis Imperiali, the Council decided to request the Belgian Government to instal the office at Brussels and to undertake the duties connected with the control of the liquor traffic in Africa. The office will be governed by the general principles laid down by the Council for the international offices placed under its control (see *Monthly Summary*, Vol. I, No. 3), and it will take necessary steps for maintaining close contact with the Secretariat.

6. ARMAMENTS.

(a) *Resolution of the Assembly regarding the limitation of expenditure upon armaments.* — The Council approved the draft of a letter which is to be sent to all the Members of the League reminding them, in accordance with a Resolution of the Second Assembly, of the terms of a Recommendation adopted by the First Assembly, to the effect that the Members of the League should undertake "not to exceed during the next two financial years the sum total of their military, naval and air expenditure provided for in the budget of the present financial year."

(b) *Progress of the enquiry on armaments.* — The Secretary-General reported on the steps necessary for the statistical enquiry on armaments which was decided on by the Second Assembly.

Professor Benini and M. Janssen have undertaken to draw up reports on the financial situation and military expenditure in Italy and Belgium, and to direct the work of the correspondents who are to be appointed in other countries for a similar purpose.

The Disarmament Section of the Secretariat is engaged in collecting, with the assistance of the Economic and Health Sections :

(i) Complete statistical tables for the different States regarding production, commerce, traffic by rail and water, banking and reserves, circulation, deposits, rates of exchange, compensation at clearing-houses, etc.

(ii) Demographical statistics concerning the population of the States, under the heads of sex, age, vocation, territorial distribution, birth-rate and death-rate, data of the recruiting boards, immigration, etc.

(iii) Statistical data regarding military organisation, troops under arms, units, armaments, etc.

7. COMMITTEE TO EXAMINE QUESTIONS REGARDING INTELLECTUAL CO-OPERATION.

The Council decided, on the basis of the Second Assembly's Resolution of September 21st, 1921, to constitute a committee of 12 members, in which women should be included, to examine international questions regarding intellectual co-operation. The Council will settle later the composition of the committee and the date on which it is to meet.

8. FINANCES OF THE LEAGUE.

(a) *Audit of the accounts of the third financial year 1921.* — By the terms of a Resolution adopted by the First Assembly, "at the beginning of each year the Council shall engage the services of the auditors of a Government chosen by it from Members of the League."

The audit of the accounts of the two preceding financial years was carried out by British and Swiss Government experts respectively. The Council decided, on this occasion, to invite the assistance of experts of the Netherlands Government.

(b) *The Committee on the Allocation of the Expenses of the League.* — The Council decided to request the Committee on the Allocation of the Expenses of the League to continue its labours.

9. THE COMPETENCE OF THE INTERNATIONAL LABOUR OFFICE.

M. Hanotaux, French representative, acting under instructions from his Government, submitted the following motion to the Council:

"The Council decides, in conformity with Article 14 of the Covenant, to request the Permanent Court of International Justice to give an advisory opinion upon the following matter:

"Is the International Organisation competent in regard to questions of agricultural labour? If the answer is in the affirmative, what is the extent of its competence in these questions?"

The Council decided to consider this question at its next session. Meanwhile the Secretary-General was instructed to request the International Labour Office to continue its enquiries into this matter.

10. REGISTRATION OF TREATIES.

Among the Treaties sent during the month to the Secretariat of the League for registration and publication, mention should be made of a series of treaties, conventions and arrangements concluded between France and a number of other States. Of these the following are the most important:

The Treaty signed at Sèvres on August 10th, 1920, by the Principal Allied and Associated Powers, Roumania, the Serb-Croat-Slovene State and the Czecho-Slovak Republic concerning the fixing of new frontiers in Eastern Europe.

The Convention signed at Saint-Germain-en-Laye on September 10th, 1919, by the United States of America, Belgium, France, Great Britain, Italy, Japan and Portugal, guaranteeing to these States complete commercial equality in the African territories placed under their authority, and revising previous Conventions.

The Convention concerning the liquor traffic in Africa, signed on September 10th, 1919, at St. Germain-en-Laye by the United States of America, Belgium, France, Great Britain, Italy, Japan and Portugal ;

A commercial arrangement between France and Canada, concluded at Paris on January 29th, 1921 ;

Two special Conventions concluded at Baden-Baden, between France and Germany: the one concerning the payment of military and civil pensions to inhabitants of Alsace-Lorraine; the other regarding the treasury of Alsace-Lorraine. The German Government has also submitted the two latter Conventions for registration.

The arrangement concluded on October 7th, 1920, between Lithuania and Poland regarding the establishment of a provisional *modus vivendi* between the two countries, has similarly been sent to the Secretariat by the Lithuanian Government for registration and publication.

II. PUBLICITY OF THE COUNCIL DISCUSSIONS.

The Council considered a memorandum by Mr. Wilson Harris, President of the International Association of Journalists accredited to the League of Nations.

In this memorandum, Mr. Wilson Harris explained the views of his colleagues concerning the publicity of the Council and Assembly debates.

M. Hymans, President of the Council, said the Council and the Secretariat would do everything possible to satisfy the views expressed by the Association of Journalists. He pointed out that, during that session of the Council, the majority of meetings had been public and that, in particular, all political questions had been dealt with in public, the private sessions being confined to the settlement of questions of an administrative or internal nature. M. Hymans requested Mr. Wilson Harris to confer with his colleagues as to the best means to assure improved transmission of information on the work of the League. He thanked the journalists accredited to the League of Nations for their interest in the work of the Council and of the League in general and expressed the hope that their collaboration would be continued.

III. Technical Organisations.

I. ECONOMIC AND FINANCIAL ORGANISATION.

Work of the Financial Committee. — On M. Hanotaux's proposal, the Council decided to ask the Financial Committee to submit to the next Session of the Council a report on the work done up to the present by the International Credits Organisation, and a statement as to the Committee's future programme.

2. PROVISIONAL HEALTH ORGANISATION.

The report of the Health Committee was submitted to the Council. Some of its work, such as the Sera Conference in London, and the organisation of a section for epidemiological information, was reported in the last *Monthly Summary* (Vol. I, No. 9).

Dr. Rajchman, Medical Director of the Health Committee of the League, presented a report to the Council on the work of the Commission of Enquiry in Russia and graphically demonstrated how the passage of refugees from Russia into Poland caused a weakening of the Polish sanitary cordon and a recrudescence of typhus. It must be expected that next spring some 700,000 emigrants from Russia, where the health situation has become considerably more serious in the last two months, will present themselves at the frontiers of Poland and the Baltic States. The necessary protective measures must be taken this winter.

Dr. Rajchman, who has been to Warsaw, suggested that the Polish Health authorities should come to an understanding with the Russian health authorities to regard the health problem as a whole and to treat the epidemic zone on both sides of the frontier as a unit. He instructed the representatives of the Epidemic Commission in Poland and Russia to present a report within three weeks. It is to be hoped that in the interval Russian and Polish experts and specialists will meet in conference and decide upon the necessary measures.

Dr. Rajchman's explanations and the Assembly resolution declaring that the Epidemic Commission of the League should form one section of the Health Organisation led the Council to adopt the following resolution:

"In pursuance of the decision taken by the Assembly on September 23rd, 1921, the Council resolves that the Epidemic Commission shall be placed under the control of the Provisional Health Organisation of the League, and particularly under the direction of the Medical Director.

"The Epidemic Commission will continue to act as long as the health situation in Poland and Eastern Europe renders it necessary; it shall keep its budgetary independence, and its staff shall not be incorporated in the Health Section of the Secretariat.

"The Council, nevertheless, being informed that the epidemic situation in Eastern Europe was once more becoming more serious and would assume threatening proportions for Poland, considers it necessary that urgent measures of assistance should be taken. To this end it addresses an urgent appeal to the various Governments which have promised contributions to the Epidemic Commission."

M. Hanotaux announced that the French Chamber had just voted the credits necessary for the payment of the contribution promised by France.

The Council then considered the necessity of extending the enquiries on epidemics for the purpose of obtaining information on the health situation in the different ports of the Black Sea and of the Eastern Mediterranean.

Dr. Rajchman stated that, before undertaking a revision of the Health Conventions, the International Office of Public Health had asked the Health Committee of the League for its collaboration in obtaining information on the measures to be adopted to prevent the spread of infectious diseases by vessels leaving the infected ports of the Black Sea and the Eastern Mediterranean.

The Council approved of this proposed enquiry.

3. ORGANISATION FOR COMMUNICATIONS AND TRANSIT.

(a) *Passports*. — In one of its resolutions the Second Assembly drew the attention of all the States which have not yet been able to accept the recommendations of the Passport Conference (October 1920, see *Supplement to Monthly Summary* and *Monthly Summary*, Vol. I, No. 4), to the urgency of resuming the consideration of the question, and informing the Secretary-General of the League as to any resolutions eventually adopted.

In a letter dated October 17th, 1921, the Secretary-General recalled the terms of this resolution to the various Governments.

Up to the present, replies have been received from the following countries:

Armenia	India
Australia	Italy
Austria	Japan
Belgium	Luxemburg
Bulgaria	Netherlands
Canada	New Zealand
China	Norway
Czecho-Slovakia	Poland
Denmark	Roumania
Finland	Serb-Croat-Slovene State
France	Spain
Germany	Sweden
Great Britain	Switzerland
Greece	Venezuela
Hungary	

Certain other countries have written saying that the question is still under consideration.

Among the countries which have sent in replies, some have adopted all the measures comprised in the resolution. Others agree to adopt those measures on the condition of reciprocity. Others, again, are ready to adopt a large part of the provisions in question. Finally, there are some countries, particularly among those situated in Eastern Europe, which at the moment find it impossible to make any great change in the existing system.

(b) *Meeting of the Sub-Committee on Railway Transport.* — The Sub-Committee on Railway Transport sat in Paris from January 25th to 28th. This Sub-Committee was set up by the Technical Consultative Committee on Transit and Communications during the latter's plenary session in July.

Dr. Herold (the member designated by the Swiss Government) was elected chairman, and M. Brockmann (the member designated by the Spanish Government) Vice-Chairman in the places of M. Claveille, who had died since the last session of the Committee, and M. Satake, who is no longer a member of the Committee.

The replies received from Governments in regard to transport facilities for the blind and their guardians were recorded, and it was decided to continue this enquiry in order to make a final report to the Committee. It was also decided to suggest an investigation on the influence of summer-time on the railway systems of Europe.

Finally, the Sub-Committee examined the question of sleeping-car service between certain Central European countries, as it was stated that this service could be immediately improved.

The Sub-Committee took note of the circular sent by the Secretary-General of the Committee to the various Governments in connection with the question of preparing an international railway convention. The Sub-Committee is to draw up a draft for this convention.

IV. Administrative Questions.

I. FREE CITY OF DANZIG.

The Agenda of the Council included six or seven questions relating to the Free City of Danzig. Dr. Sahm, President of the Danzig Senate, M. Askenazy, representative of Poland, and General Haking, the League's High Commissioner at Danzig, were present during the discussions. The Rapporteur was Viscount Ishii

(a) *Control and Administration of the Vistula River. — Appeal of Poland against the High Commissioner's decision.*

The League's High Commissioner in Danzig had decided that the administration of the whole river Vistula within Danzig territory should be undertaken by the Danzig Harbour Board, which is composed of an equal number of Danzig and Polish representatives, with a Swiss President. Poland appealed to the Council against this decision and requested that the control and administration of the "live Vistula," *i. e.*, the channel of the river which flows directly north into the Baltic, should be entrusted to the Polish Government, which would make special arrangements with the Harbour Board with regard to this work. Danzig claimed that, under the clear provisions of the Treaty, the High Commissioner's decision must be upheld by the Council. Danzig also did not admit the force of the practical considerations which were advanced in some detail by Poland.

At the request of the Council, the Polish and Danzig representatives again talked over this question during the Council session and Dr. Sahm finally agreed to accept a proposal made by Poland, although he preferred that a decision should be given on the question at once. This proposal provided for the administration of the "live Vistula" by Poland, subject to large powers which would be given to representatives of the Free City and of the Harbour Board, attached to the Polish administration in charge of this work. On the understanding that this proposal would be submitted to the Harbour Board, the Council postponed the final consideration of the question until the next session.

(b) *Acquisition and Loss of Danzig Nationality.*

In accordance with a provision of the Danzig Constitution, which was inserted at the request of the Council of the League of Nations, the principles of the Law with regard to the acquisition and loss of Danzig nationality had to be submitted to the League of Nations. The Polish-Danzig Treaty also provided that the rules for naturalisation in Danzig should be agreed upon between Poland and the Free City. The agreement on naturalisation was embodied in the larger Agreement of October 24th, 1921. The Danzig Draft Law on the whole question of nationality was then prepared for submission to the Council.

It is not possible to give all the details, but it may be interesting to note that foreigners acquire Danzig nationality upon appointment as Danzig officials, although it is understood that at the same time they lose any other nationality and that five years' residence is required for naturalisation.

The Council had no objection to make against this Law, although any modifications must necessarily be submitted to the Council for approval.

(c) *Proposed Provisional Commercial Agreement between Poland and Danzig on the one part and Norway on the other.*

According to the provisions of the Treaty between Poland and Danzig, the League's High Commissioner has the right under certain conditions to veto a Treaty negotiated by Poland for Danzig in so far as it applies to the Free City. Before acting on such an Agreement, the High Commissioner awaits the views of the Council, which is called upon to consider whether the Agreement is inconsistent with the Polish-Danzig Treaty of November 9th, 1920, or with the status of the Free City.

The Council decided that this proposed Agreement with Norway was not open to objection on these grounds and therefore authorised the High Commissioner to inform the Polish Government that he would not exercise his right of veto with regard to the text as submitted.

After the Council meeting, the Norwegian Minister for Foreign Affairs informed the Secretary-General that his Government could not accept this Provisional Commercial Agreement without modifications in the text.

(d) *Constitution of the Free City.*

At its session last June the Council adopted a clause revising the Constitution of the Free City and decided that the definite approval of the High Commissioner could only be given to the Constitution after the revision had been carried out.

The clause provides for submission for election every four years of the President and seven principal members of the Senate.

A Bill to amend the Constitution in this respect has been presented to the Popular Assembly by the Senate, but the Assembly has not yet adopted it. The Council authorised the High Commissioner to give his definite approval to the Constitution as soon as this revision has been incorporated.

(e) *Polish-Danzig Agreement of October 24th, 1921.*

(See *Monthly Summary*, Vol. I. No. 8.)

The Council took note of this Agreement and congratulated the two Governments on the spirit of conciliation of which they had given proof, and on the happy results they had obtained in so delicate a matter.

(f) *"Port d'attache" for Polish warships at Danzig.*

(See *Monthly Summary*, Vol. I, No. 7.)

The Council postponed to a later date the question of the *Port d'attache* for Polish warships at Danzig. Meanwhile, the preliminary Agreement already concluded between Danzig and Poland, which gives facilities and necessary security to Polish warships, will remain in force.

Viscount Ishii's report expressed the Council's confidence that the Free City would do everything possible to see that no obstacles were placed in the way of the importation through Danzig territory of goods, including war material, destined for Poland.

(g) *Appointment of the High Commissioner.*

The Council renewed for one year the appointment of General Haking as High Commissioner of the League at Danzig. M. Hymans, on behalf of the Council, congratulated General Haking upon the impartiality, devotion and ability with which he had carried out his duties.

(h) *Appeals from Decisions of the High Commissioner.*

(See *Monthly Summary*, Vol. I, No. 9.)

A short résumé of five decisions given by the High Commissioner toward the end of the year 1921 was given in the *Monthly Summary*, No. 9. Appeals have been made against all of these except the first one.

Both Poland and Danzig have appealed against the decision concerning the expulsion of Polish citizens from the Free City. Danzig has appealed against decisions on the conduct of the foreign relations of the Free City and the question of direct judicial relations between the Danzig Government and Germany, and, as

previously stated, Poland has appealed against the decision regarding the legal position of Polish Government property, officials and ships in Danzig. In most cases, the text of the appeal has not yet been received by the Secretariat.

2. SAAR BASIN.

(a) *German Protest against the Decree of the Governing Commission defining the term "Inhabitant of the Saar Territory."*

At the meeting of the Council, the Rapporteur, M. Tang-Sai-Fou, examined the arguments of the German Government and the reply of the Governing Commission of the Saar; they have already been given in the preceding *Monthly Summaries* (see *Monthly Summary*, Vol. I, No. 7).

M. Tang-Sai-Fou came to the following conclusions:

"The inhabitants of the Territory are, both in fact and in law, separated off into a group by themselves. They do not lose their nationality, but they acquire a new status which concerns their position, their rights and their obligations, under the stipulations of that part of the Treaty which relates to the Saar Basin. In certain respects the rights appertaining to this new status resemble the rights attached to nationality. It should be noted that the very special position of the Saar Territory may, as the Governing Commission has pointed out, entail the adoption of exceptional measures.

"The Decree does not appear to me to affect the existing nationality of the inhabitants or to place any obstacle in the way of their acquiring a new nationality. I do not share the opinion that public rights in the Saar must depend on national status.

"The Decree accepts domicile as the fundamental condition for acquiring the status of 'inhabitant'. The requirement of other conditions, consistent with this fundamental principle, would seem appropriate."

On his proposal the Council decided that:

"The protest from the German Government against the Decree of the Governing Commission does not call for any action on the part of the Council."

(b) *Appointment of Four Members of the Governing Commission and of the Chairman of the Commission.*

The Council decided to prolong for another year the mandate of four members of the Governing Commission, and to renew for a similar period the mandate of the Chairman, M. Rault.

The composition of the Governing Commission is therefore as follows:

M. RAULT, Chairman (French).

Major LAMBERT (Belgian).

Count DE MOLTKE-HUITFELDT (Dane).

Mr. R. D. WAUGH (Canadian).

Dr. HECTOR — of Saarlouis (Dr. Hector's mandate, which was renewed by the Council on August 30th, 1921, does not expire until September 20th, 1922.)

(c) *The Tenth periodical Report of the Governing Commission.*

((November-December 1921.)

The first part of this Report deals with the general administration of the Territory. It may be summed up as follows:

General Situation: Administrative Work. — One of the most important acts of the Governing Commission, during the last two months, has been the raising of the status of the commune of Neuenkirchen to the rank of town. This industrial centre has become, as regards population (32,000 inhabitants), the second town in the Saar Territory.

Finance. — The general budget shows a surplus of about 800,000 francs and of 2,500,000 marks. It should be mentioned, however, that the budget estimates had been based on a rate of exchange which no longer corresponds to actual economic conditions.

The chief revenues of the budget are supplied by the duty on coal, which is estimated at 50,000,000 francs.

In a general way expenses have increased considerably, owing to the expansion of the various administrations and to the higher rates of pay accorded to officials and employees.

On the budget estimates the annual amount of duties and taxes collected by the State per inhabitant is equal to 199 marks and 54.55 francs, these figures being considerably less than those imposed in the neighbouring territories.

Railways. — The question of establishing common tariffs with neighbouring countries, so as to facilitate industrial and mining exports, by means of more advantageous transport charges, is being examined.

Postal Service. — The Saar postal administration is undertaking negotiations with a view to the improvement of telegraphic relations with France, Belgium and Switzerland. Communications towards the East have already been perfected during the past year.

The Teaching of French in the Schools. — The success achieved in French mining schools and the wishes expressed by various elements of the population have induced the Department of Education to prepare, for the school term beginning after Easter 1922, a general organisation which should allow children whose parents desire it to learn the French language, beginning with the fifth year of the primary course. This teaching is purely voluntary. The number of children whose parents have applied for the teaching of French, from Easter 1922, has now reached (January 3rd, 1922) 13,612.

Labour. — By agreement with the appropriate local authorities, a general reform of the geographical distribution of the Labour Councils has been undertaken. A Labour Council in each administrative circle and a single Commercial Council at Saarbruck have been provided for.

Agriculture. — The Agricultural Department is giving favourable consideration to wishes expressed by the Chamber of Agriculture of the Territory in matters chiefly concerning the import and export of cattle and the purchase of fertilisers.

POLITICAL SITUATION.

The second part of the report which deals with the political situation, takes up at some length the complaints against the Governing Commission by certain political parties of the Territory and by the Municipal Council of Saarbruck and the Council of two districts in the Territory.

The complaints and the observations of the Governing Commission may be briefly summarised as follows:

Preparation of Plebiscite List. — It was contended that the local Saarbruck authorities were prevented from preparing lists of voters for the 1935 plebiscite. The Governing Commission explains that it was not called on to take any action concerning the plebiscite, and was not empowered to authorise officials to carry out duties in this connection.

Payment of Communal Officials and Workers in francs. — It was claimed that the franc had been improperly forced on the communal administration for the payment of

their officials and workers. The history of this question up to November 1st was outlined in the 9th Report of the Commission (see *Monthly Summary*, vol. I, No.8, page 182). As the result of further negotiations which are outlined in detail in the 10th Report, practically all these officials and workmen are now paid in francs except in a few small country villages, and in Saarbruck, where the *workmen* are still paid in marks.

The French Troops and the Housing Crisis. — It was contended that the population of the Territory was required to live in overcrowded and very unsatisfactory conditions on account of accommodation required by the French Army. The Governing Commission shows the many specific steps which have been taken since the beginning of its administration to remove housing difficulties of this kind, and to increase the housing accommodation which had become inadequate, owing, for example, in Saarbruck city, to an increase of 13,000 in population. The subsidies granted by the Commission have been responsible for the building of about 1500 houses in the Territory.

Consultations with elected Representatives of the Inhabitants. — It was asserted that the Governing Commission (a) consulted local Assemblies instead of constituting a single Saar Parliament, (b) ignored the opinion of these local Assemblies, (c) failed to submit for their consideration certain new laws and modifications in taxation. The Governing Commission explains that a system of parliamentary responsibility would hardly be compatible with the Treaty, which did not mention a parliament and made the Commission responsible to the Council of the League. Moreover, it is pointed out that the majority of proposed decrees were referred to and accepted by the local Assemblies, which are in any case only *advisory* bodies, that two proposed decrees were abandoned by the Commission because of the opposition of these Assemblies, and that only in three instances were the objections of the Assemblies ignored. In cases where doubt may exist as to whether it is necessary to submit a proposed measure to the local Assemblies, the Commission, it is stated, must of course take advantage of its right to interpret the Treaty provisions.

Endeavour of the Governing Commission to separate the Saar from Germany. — To the complaint that the Governing Commission endeavours to separate the Saar from Germany, by refusing, for example to introduce, new German laws in the Territory, the Commission states that its action has always been based on the necessity of submitting the Territory to an autonomous regime, which would not have been complete if the political and administrative bonds attaching the Saar to Germany had not been broken.

Lack of Contact with the Population and Inaccurate Reports to the League. — It was contended that the Governing Commission's policy was dictated by interests other than those of the Saar Territory; that it did not give the Council of the League of Nations sufficient information as to its own activities and the situation in the Basin, and that it refused to collaborate with the population and with the political parties.

The Council is left to consider the first two of these points, but as to the third, the Commission declares that it has tried, despite difficulties, to secure the collaboration of the population, and it cites in this connection the success of various representative organisations such as the Chamber of Agriculture, and those in connection with social insurance.

Complaints already considered by the Council of the League, such as those with regard to the presence of the French troops in the Territory, are not taken up in detail; and the demands for the choice of the Saar member of the Commission by popular election, and a change in the other members of the Commission and in the qualifications for the Chairman, are subjects which the Commission leaves for the consideration of the Council itself.

In conclusion, the report states that the arduous administrative work to which the Commission has devoted its energies for the past few years is now almost completed, and that in future many natural opportunities should arise for sustained collaboration between the Government and the population. It is in this direction, says the report, that the activities of the Government of the Saar Basin should tend.

A memorandum from the Independent Socialist and the Communist Parties and representatives of certain trades unions in the Territory, which was forwarded by the Governing Commission after the preparation of their Tenth Report, expresses the view that the circulation of the franc should be maintained and generalised in the Saar. It supports the Commission in establishing a Saar Board for the Mines, and a Saar Supreme Court, and in defining the term "inhabitant of the Saar Territory," but asks for a Saar Parliament. The memorandum then discusses other questions of particular interest to the working population, such as Industrial Councils, Arbitration Commissions, social insurance, public instruction, and the eight-hour day, which, M. Rault states, has always been observed in the Territory and, with the collaboration of the new Consultative Labour Board, will doubtless be enacted into law.

3. THE PROTECTION OF MINORITIES.

(a) *In Esthonia, Latvia and Lithuania.*

The question of the protection of minorities in these three countries has been raised as a result of their admission to the League at the second Assembly and of the appended recommendation by the First Assembly :

“In the event of the Baltic States being admitted to the League, the Assembly requests that they should take the necessary measures to enforce the principles of the Minorities Treaties, and that they should arrange with the Council the details required to carry this object into effect.”

Before the admission of their respective countries into the League, the Presidents of the Esthonian, Latvian and Lithuanian Delegations to the Assembly informed the Secretary-General that they would willingly adhere to this recommendation and that they were ready to enter into negotiations with the Council of the League with a view to defining the scope and execution of their international obligations as regards the protection of minorities.

The Council decided that negotiations for this purpose should be carried on under the auspices of M. da Cunha, Brazilian representative. The Council also invited the Esthonian, Latvian and Lithuanian Governments to submit as soon as possible all legislative documents and, in general, full information on the situation of minorities in their respective countries, so far as this has not been done already.

(b) *The Armenians in Cilicia.*

The Belgian Government drew the Council's attention to the appeals addressed to that Government by the International Phil-Armenian Union, the Belgian Phil-Armenian Committee and the Catholic and Protestant communities of Constantine, for the protection of the Armenian population in Cilicia. M. Hymans, in presenting his report to the Council, expressed satisfaction that Armenian fears had fortunately not been realised, thanks to the steps taken by the French Government.

M. Hanotaux laid before the Council a statement of the precautionary measures taken by the French Government for the protection of the Christian population already established in, or lately returned to, Cilicia. The French Government had inserted in the Angora Agreement a number of guarantees — the execution of which it had assured — regarded by the Allies as indispensable to the well-being of ethnical and religious minorities. A special mission, members of which were working in the principal places of Cilicia, had been able to protect property and persons. The refugees had been received in Syria and Lebanon. The French Parliament had voted a sum of 50 million francs on the assurance given by the French Prime Minister that everything which it was humanly possible to do had been done for the reception and relief of Armenian refugees.

The Council took note of these statements, and, after having recalled the Assembly's resolution on Armenia, drew the attention of the Allied Powers to the urgent necessity of taking all measures likely to assure the protection of minorities in the Ottoman Empire. The Council is ready to collaborate in any measures which may be decided upon for this purpose.

V. Political Questions.

I. THE POLISH-LITHUANIAN DISPUTE.

The representatives of the two parties — M. Th. Narushevitch and M. de Milocz acting for Lithuania, and M. Askenazy for Poland — sat at the Council table during the meeting at which this question was under consideration.

The President of the Council, who conducted the whole of the direct negotiations between the two parties in question, summarised the position as it then stood and the new events which had occurred since the last Council decision. He reminded the Council that neither Poland nor Lithuania had felt able to accept the solution recommended by the Council, and that it was the duty of the latter to take note of their refusal, which appeared to put a term to the procedure of conciliation recommended on March 3rd, 1921.

On behalf of Lithuania, M. de Milocz set out in detail the reasons for which the Lithuanian Government was unable to accept the second plan proposed by M. Hymans. He stated that the Lithuanian Government was convinced of the need for a Polish-Lithuanian agreement, not only in the interest of the two peoples, but for the sake of the peace of the world. It was not, however, in a position to sign an agreement which it regarded as "seriously prejudicing the sovereignty and security of the State" and was repugnant to the wishes of the people.

M. Askenazy expressed the gratitude of the Polish Government for the efforts made by the Council, which had succeeded in preventing hostilities between Poland and Lithuania. The Polish Government would strive, in the spirit of the Covenant, to settle its relations with Lithuania on peaceful and friendly lines. After a discussion in which the representatives of the parties in question as well as the Members of the Council participated, M. Hymans undertook, at the request of his colleagues, to prepare a draft recommendation. The Council adopted this draft, of which the following is a summary:

The Council takes note of the refusal of the two Governments to accept its final recommendation of September 2nd; these refusals put a term to the procedure of conciliation instituted by its resolution of March 3rd, 1921.

The Council accordingly decides to withdraw its Military Commission of Control within one month. Moreover, it notes with satisfaction the formal pledge given on behalf of their Governments by the two representatives to abstain from any act of hostility. It further invites the Governments, if they are unable to come to an understanding for the reciprocal establishment of diplomatic and consular relations, to confide their respective interests to friendly Powers, whose representatives would be entrusted with the duty of supervising the observation of the measures in the interests of peace, which are recommended in the present resolution.

The Council also considers that it would be advisable to substitute a provisional line of demarcation for the neutral zones, it being, of course, understood that the territorial rights of the two States would be in no way prejudiced thereby. In the event of the two Governments accepting this solution, it is prepared to suggest the measures necessary for marking out this line on the spot. The Council has taken note of the protest of the Lithuanian Government against the elections organised in the Vilna district. It cannot recognise any solution of a dispute, submitted to the League by one of its Members, which may be reached without regard to the recommendation of the Council or without the consent of both the parties concerned.

The protection of minorities is guaranteed, on the one hand, by the obligations imposed upon Poland by the Treaty of Versailles of June 28th, 1919, and upon Lithuania by her declaration of September 14th, 1921. With respect to the Vilna district, the Council is convinced that both parties will consent to its sending representatives to the spot, should it see fit to do so, to collect the necessary information for a report to the Council on the subject.

The Members of the Council congratulated M. Hymans and expressed their thanks to him for the wholehearted efforts he had made, for nearly a year, to arrive at an equitable and peaceful solution of the dispute.

On behalf of Lithuania, M. de Milocz, while regretting the decision of the Council, stated that the Lithuanian Government was prepared to explore other avenues for the purpose of finding a peaceful solution.

M. Askenazy, on behalf of Poland, intimated that his Government was firmly determined to continue its efforts to secure a peaceful settlement and expressed the hope that an agreement would be reached in the near future.

The Council requested the representatives of both countries to inform their respective Governments of the resolution adopted and to communicate their replies to the Council as soon as possible.

2. THE ENQUIRY IN ALBANIA.

The Secretary-General gave the Council an account of the situation existing in Albania, as described in the reports of the Commission of Enquiry of the League and particularly in the report on the work of that Commission up to December 20th, 1921.

The Commission proceeded to Tirana, Scutari, the seat of the Catholic Bishops of Northern Albania, Mirditia and the Serb-Croat-Slovene frontier; according to its report, calm prevails throughout the country. On December 9th, when the Commission arrived at Oroschi, the principal village of the Mirdite district, the revolutionary movement which had convulsed the country during the whole of the summer had completely ceased and no shots had been fired for at least fifteen days. In accordance with the decision of the Conference of Ambassadors, the Serb-Croat-Slovene troops had evacuated the frontier district in good order and without incident. No acts of violence or bloodshed were caused by the changes which had occurred in the Albanian Government at Tirana.

M. Yovanovitch, Minister of the Serb-Croat-Slovene Kingdom at Berne, and M. Blinishti, Albanian representative at the seat of the League of Nations, were present at the Council meeting at which the Albanian situation was considered.

M. Yovanovitch said his Government had faithfully carried out the evacuation of the neutral zone and had no intention of re-occupying it.

On certain special points the Council took the following decisions:

1. That a letter from the Commission of Enquiry be transmitted to the Conference of Ambassadors with a view to instructions being issued to the Delimitation Commission, which is about to proceed to Albania, to include in its examination that part of the frontier which extends from lake Ochrida to the northern extremity of the Greek frontier of 1913, and which has never been worked out on the ground.

2. That, as requested by the Commission itself, which has lost the services of Colonel Schaefer, its composition be in no way modified, as it hopes to complete its work at an early date.

3. That, at the request of the Conference of Ambassadors, the Commission of Enquiry be invited to visit the neutral zone and assure itself, by an examination on the spot, that the zone has been completely evacuated.

4. That the Commission of Enquiry, after it has completed its mission and carried out its examination of the neutral zone, shall consult the Frontier Delimitation Commission, which, according to a letter from the Conference of Ambassadors,

is to proceed to Scutari in the immediate future. The Commission is then to inform the Council whether or not it is necessary or desirable for it to remain in Albania to co-operate with the Delimitation Commission, or whether its further presence in Albania will be unnecessary.

3. HUNGARIAN AFFAIRS.

(a) *Letter from the Hungarian Government regarding the interpretation of Articles 11 and 17 of the Covenant.*

The Secretary-General read to the Council a letter from the Hungarian Government, dated December 19th, concerning the interpretation of Articles 11 and 17 of the Covenant. The Hungarian Government considers that, according to these Articles, the Secretary-General, on his own initiative, should have convened the Council of the League of Nations at the time of the conflict occasioned by the return of Charles IV.

The Council approved the text of the reply to the Hungarian Government. Avoiding unnecessary discussions concerning a matter which has been settled without the intervention of force, this reply deals with certain questions put by the Hungarian Government concerning the interpretation of the Covenant, and states that, as regards convening the Council, the Secretary-General has no right of initiative, either in virtue of Article 17 or in virtue of Article 11 of the Covenant, this right being reserved to the Members of the League.

(b) *The Frontier between Hungary and the Serb-Croat-Slovene State.*

Although this question was not included in the agenda of the Council, the Secretary-General read, for the Council's information, the correspondence between the Secretariat and the Conference of Ambassadors concerning a possible rectification of the frontier between Hungary and the Kingdom of the Serbs, Croats and Slovenes.

According to the terms of the covering letter dated May 6th, 1920, the Delimitation Commissions in Hungary may submit a report to the Council of the League of Nations if they consider that an injustice, which should be removed on grounds of general interest, is in any instance created by the provisions of the Treaty. "In this case the Allied and Associated Powers agree that the Council may, if one of the parties concerned so request, offer its good offices in obtaining a satisfactory modification of the original line."

Accordingly, the Serbo-Hungarian Delimitation Commission proposed in its report the modification of one part of the frontier laid down by the Treaty of Trianon. The Conference of Ambassadors considers, however, that it would be in every way preferable before settling this question, which concerns only one part of the frontier, to wait until the various Delimitation Commissions in Hungary have completed their enquiry on the whole frontiers of that State.

The Council decided to inform the Conference of Ambassadors in reply that it would wait until the various Delimitation Commissions in Hungary had completed their report.

4. EASTERN KARELIA.

In a letter from the Finnish Minister for Foreign Affairs, dated November 26th, 1921, the attention of the Council of the League had been drawn to the situation created in Eastern Karelia by the non-application of the provisions of the Peace Treaty concluded at Dorpat on October 14th, 1920, between the Finnish Republic and the Federal Republic of the Russian Soviets.

The term Eastern Karelia includes the government of Olonetz and that part of the government of Archangel which is situated to the west of the White Sea. The area of Eastern Karelia is approximately 150,000 square kilometres and the population amounts to about 200,000. The Karelians form one of the principal branches of the Finnish race. As the Council's attention had been drawn to this question by the Finnish Government, M. Enckell, the Finnish Minister at Paris, explained the standpoint of his Government in the matter. His speech may be summarised as follows:

The Peace Treaty concluded at Dorpat between Finland and the Soviet Government guaranteed territorial autonomy, within the Russian-Soviet Republic, to Eastern Karelia. The Treaty, moreover, recognised its economic and cultural autonomy. The Soviet Government, however, far from carrying out these obligations, established, instead of the promised autonomy, the dictatorship of a workers' commune, which as a matter of fact was organised by the central power, and is crushing the Karelians with requisitions and forced contributions and is devastating and terrorising the country. The Karelians revolted; some of them took refuge in Finland. The Finnish Government considered that this situation, which was causing serious difficulties between Finland and its neighbour, was menacing the peace of the world, and requested the League of Nations to intervene.

M. Pusta for Esthonia, and M. Groswald and M. Walters for Latvia, who were present at the meeting, stated that they attached the greatest importance to the maintenance of peace in the Baltic, and, without interfering in the Karelian affair itself, they supported the action of Finland, which they considered a praiseworthy endeavour for peace.

M. Askenazy, the Polish Delegate, said his Government had already offered to act as intermediary between the two parties.

The Council stated that it was prepared, if this met with the approval of both parties, to examine the question with the object of finding a satisfactory solution. It considered that one of these States, Members of the League, which was interested and which was maintaining diplomatic relations with the Moscow Government, might take steps to find out what its intentions were. If one of these States could assist, by mediation between the two parties, in obtaining a solution of the question, according to the principles of the League of Nations, it would be a source of gratification to the Council.

5. THE CONVENTION FOR THE NEUTRALISATION AND NON-FORTIFICATION OF THE AALAND ISLANDS.

(See *Monthly Summary*, Vol. I, No. 7)

The Council considered the Convention with regard to the neutralisation and non-fortification of the Aaland Islands from the point of view of the guarantee obligations which this Convention imposes on the Council. The contracting parties have undertaken:—

- (1) to apply to the Council of the League of Nations asking it to decide upon the measures to be taken, if necessary, to ensure the execution of the Convention, and
- (2) to assist in the measures necessary to apply the Council's decision.

As the Rapporteur, Mr. Harmsworth, representative of the British Empire, expressed it, "this course was inspired not only by practical considerations but also by the desire to recognise the part played by the League in the settlement of the dispute and perpetuate its interest in the issue."

In view of the obvious intention of the signatory Powers to make their future action in case of need conform to the letter and spirit of the Covenant, the Council decided to accept the guarantee obligations imposed upon it by the Convention

(in Article 7), and in accordance with Article 9 to communicate the Convention to all the Members of the League in order that they might comply with its provisions.

Denmark, France and Sweden have already ratified the Convention with regard to the neutralisation of the Aaland Islands. As laid down in this Convention, the protocol of the first deposit of ratification shall be drawn up as soon as the majority of the signatory Powers (i.e., six), including Finland and Sweden, are in a position to deposit their ratifications.

6. UPPER SILESIA.

M. Calonder, who is presiding over the Polish-German negotiations, spent about ten days in Upper Silesia. The purpose of his journey was to obtain, with a view to the resumption at Geneva of the work of the Conference, information and impressions upon which to form a personal opinion on the various aspects of the problem. The German and Polish delegations had arranged a programme in advance for M. Calonder's stay in the plebiscite area. Arriving on January 4th, the President spent the first part of his visit at Kattowitz, where he was chiefly in touch with the Polish delegation. During this period, he visited the mines and industrial establishments in the portion of territory assigned to Poland, viz., the Mysłowitz coal mines, the zinc and lead mines, the "Silesia" zinc factories; and he also went through the districts of Pless and Rybnik. In meetings organised by the Polish delegation, he heard representatives of the Polish Popular National Council, of professional organisations, engineers, small tradesmen, farmers, clergy, the liberal professions and magistracy. He also received representatives of the Polish population of the portion of Upper Silesia assigned to Germany; finally, in a meeting held at Kattowitz on January 7th, the directors of the great industrial enterprises in the territory assigned to Poland made him a detailed statement of their problems and claims.

For the second part of his visit, M. Calonder resided in the Château of Neudeck, which was placed at his disposal by the German delegation. The programme prepared by the German delegation comprised visits to the Donnersmarck industrial establishments and mines, to the electrical station and azote factory at Chorsow, etc. M. Calonder devoted special attention to the social insurance institutions in the Donnersmarck establishments. The German delegation then organised several meetings in the town halls of Beuthen and of Königshütte, in the course of which M. Calonder heard the wishes of representatives of various groups of the German population and of the plebiscite area in general. Thus, on January 13th he heard representatives of the smaller trading and industrial enterprises, agriculture, the liberal professions, the magistracy, the administration and teachers and clergy; on the 14th. Representatives of the professional organisations and the different German associations. Representatives of most of these groups were present at the final meeting, and stated their views as to the interests of the German minority in the territory assigned to Poland.

Throughout his visit, M. Calonder kept in close touch with the two plenipotentiaries, who supplied him with all necessary information on the work of the Sub-Committees. On the day after his arrival he had called upon the President and Members of the Inter-Allied Commission, and was, during the following days, the guest of General Le Rond, Sir Harold Stuart and General Marini. The President returns with the best impression of the welcome extended him by all the authorities with whom he came into contact. He particularly appreciated the confidence which the different elements of the population showed in him, and the spirit in which their representatives expressed themselves before him.

Before his departure, M. Calonder also visited the Lublinitz farming establishments.

The period fixed for the completion of the work of the Sub-Committees, which was originally to end on January 15th, has been prolonged to the 28th of the same month, to enable them to finish their task. M. Calonder has accordingly decided to convene the plenary Conference at Geneva on the 6th February next. While

this Conference is sitting, Sub-Committees No. 11 (Protection of Minorities) and No. 12 (Inter-Governmental Executive and Conciliatory Organisations) will finish their work at Geneva.

VI. Humanitarian and Social Questions.

I. THE DUTIES OF THE HIGH COMMISSIONER OF THE LEAGUE AT CONSTANTINOPLE.

(See *Monthly Summary*, Vol. I, No. 7.)

It will be remembered that the League of Nations appointed a High Commissioner to work at Constantinople for the repatriation of the women and children who had been deported to Turkey and the neighbouring regions.

Various reports having reached the Council regarding excesses alleged to have been committed in Turkish and Greek territory by Turkish and non-Turkish inhabitants, it instructed the High Commissioner of the League at Constantinople to institute an enquiry into the facts and to submit a report, should further atrocities be committed in these territories.

2. TRAFFIC IN OPIUM.

The Secretary-General has been requested to communicate, on behalf of the Council, with all the Governments from whom it is desirable to obtain information on the traffic in opium before the next session of the Advisory Commission on Opium, and to draw their attention to the urgency of an early reply to the questions previously addressed to them.

Further, the Secretary-General was requested to send an explanatory note on import certificates (see *Monthly Summary*, Vol. I, No. 6), after consultation with the President of the Opium Commission, to all the Members of the League which are signatories of the Opium Convention.

The Secretary-General was further authorised to convene the second Session of the Advisory Commission on Opium for April 25th, 1922, or, should occasion arise, to fix some other date for this meeting after consultation with the President of the Commission.

3. TRAFFIC IN WOMEN AND CHILDREN.

(a) *The Advisory Committee.*

On September 12th, 1921, the Council adopted the recommendation of the International Conference on the Suppression of the Traffic in Women and Children (see *Monthly Summary*, Vol. I, No. 4), regarding the establishment of an Advisory Committee. During the Session under review the Council definitely established this Committee. Each of the following countries will be invited to appoint one representative: Denmark, France, Great Britain, Italy, Japan, Poland, Roumania, Spain and Uruguay.

The five assessors will be selected as follows: One representative appointed by the International Office for the Suppression of the Traffic; one woman representative appointed by the International Women's Organisations; one representative appointed by the International Catholic Association for the Protection of Young Girls; one representative appointed by the Federation of the National Young Women's Christian Associations; one representative appointed by the Young Women's Jewish Association.

The Council also decided to communicate the text of the Convention for the Suppression of the Traffic in Women and Children, which was adopted by the Second Assembly, to all the States which have been invited to the Conference in July 1921.

(b) *The Convention of 1921 on the Traffic in Women and Children.*

The protocol of the Convention on the Traffic in Women and Children adopted by the Second Assembly was signed during this month by the Netherlands, Poland and Roumania. Up to the present, 26 States have signed this Convention.

VII. Obituary.

THE DEATH OF COLONEL SCHAEFER.

Colonel Schaefer died suddenly on January 16th, 1922, at Geneva, on his return from Albania.

Colonel Schaefer, who was of Luxemburg nationality, was some twenty years ago appointed Governor of Crete. He afterwards undertook topographical work in the Soudan for the Egyptian Government.

He also worked in Egypt under the government of Lord Cromer. He lived for a long time at Constantinople and travelled extensively in the Near East, which he knew extremely well. It was on account of his intimate knowledge of the Mohammedan world and of Balkan questions that the League of Nations selected him as a member of the Commission of Enquiry in Albania.

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I. Summary of the Month.

The opening of the Permanent Court of International Justice, which took place at The Hague on February 15th, 1922, is one of the most considerable events in the history of the League of Nations. The establishment of the Court, in fact, completes the organisations of the League which had hitherto lacked the judicial organisation provided for in the Covenant. The Court, which will meet every year in ordinary session on June 15th, is now in preliminary session for the purpose of establishing its rules of procedure and its methods of administration.

The Temporary Mixed Commission for the Reduction of Armaments held its third session in Paris to consider the broad lines of its work in accordance with the decisions taken by the Second Assembly.

The Provisional Economic and Financial Commission of the League, which is now in session in London, has been occupied principally with the means of carrying out the programme, previously drawn up, to hasten the financial restoration of Austria. An account of the meeting will be given in the next issue.

The Germano-Polish negotiations for the establishment of the Convention regarding the Upper Silesian regime are being continued at Geneva in a conciliatory spirit under the presidency of M. Calonder.

At the last session of the Council, the Medical Director of the Health Section of the League gave an account of the aggravation of the health situation in Eastern Europe, and explained the necessity of common action by all the interested European States. The Polish Government, realising the danger of such a situation to the countries bordering on Russia and to Central Europe itself, proposed in February to summon at Warsaw, with the assistance of the League of Nations, a European conference of Government medical experts. The Council of the League has approved of this proposal by Poland, and the conference is to take place at Warsaw on March 20th.

II. The Permanent Court of International Justice.

OPENING CEREMONY.

The solemn opening of the Permanent Court of International Justice took place on February 15th in the Great Hall of Justice in the Peace Palace at The Hague. Their Majesties the Queen and the Queen Mother and His Royal Highness the Prince Consort honoured the ceremony with their presence. The Government of the Netherlands was represented by the majority of its Ministers, including M. van Karnebeek, Minister for Foreign Affairs, who was President of the Second Assembly of the League of Nations. M. da Cunha, the Brazilian Ambassador in Paris, represented the Council of the League of Nations and was accompanied by the Secretary-General, Sir Eric Drummond. There were also present at the ceremony members of the Diplomatic Corps at The Hague, high officials of the Government of the Netherlands, the Burgomaster and Councillors of The Hague, representatives of the Governing Body of the International Labour Office and of the Secretariat of the League of Nations, diplomats, politicians, journalists, etc., of various nationalities.

The Registrar, M. Hammarskjöld, first read the congratulatory telegrams and addresses received from the British, Swedish and Norwegian Prime Ministers, from diplomatic representatives and from international political and intellectual circles. The Court's gratitude for these messages was briefly expressed by the President (M. Loder).

The Registrar then read the Articles of the Statute, which required the Members of the Court to make a solemn declaration at the public meeting before entering upon their duties. All members of the Court, wearing their robes, proceeded in turn to make the following declaration:

"I solemnly declare that I will exercise my powers and duties as a judge honourably and faithfully, impartially and conscientiously."

The representative of the Council of the League, M. da Cunha, delivered the first address. He emphasised the great interest taken by Latin America in the institution of the Court, and said that the eyes not only of Brazil but of all America were fixed upon The Hague. On the great young American continent, which had no doubt suffered much less from the war than gallant Europe, the idea of international justice was perhaps stronger and more living than in any other part of the world. The people of the New World felt instinctively drawn towards this high ideal. Recalling the difficulties which for a long time had prevented the institution of such a Court, M. da Cunha showed how the establishment of the Court had been made possible by the creation of the League of Nations. In order to succeed, it was necessary for those believing in human justice to possess not only wisdom and enthusiasm, but also powerful international machinery enabling them to smooth out difficulties, to diminish rivalries, and successfully to bring together the energies

of governments and peoples for the achievement of a common purpose. It required the advent of the League of Nations. It was thanks to the League that they were assembled there that day; it was thanks to the materials which the League had placed in their hands that they could look with calm satisfaction upon the structure that had been completed. "Now that the task which seemed impossible has been achieved, do not fear that the Council or the Assembly intends in any way to maintain authority over you, for henceforth the League of Nations desires you to deliver judgment on behalf of all mankind."

Sir Eric Drummond, who followed, defined the relations between the Court and the League of Nations. "The definite organisation of the Court," he said, "completes the organisations of the League as laid down in the Covenant. It is clearly the greatest, and will, I believe, be the most important creative act of the League. At last a judicial international body is established which is entirely free from all political control and entirely unfettered as to its decisions by political bodies. Although it derives its authority from the League, its judgments are in no way subject to advice or revision by the Council or by the Assembly."

M. van Karnebeek welcomed the Court in the name of the Royal Government of the Netherlands as a concrete and living manifestation of the international conscience. The progress achieved by the institution of the Court was due to the League of Nations, which, with the help of that eminent citizen of the great American Republic who took part in the work of the Committee of Jurists, overcame the difficulties that thwarted the efforts of the second Peace Conference and thus acquired a claim to merit and renown which justified its existence and faith in its future. Amid the economic troubles and the political instability of the present time, the institution of the Court of Justice appeared "as an act of faith, an act of confidence in the high competence and absolute impartiality of the judges elected by the League of Nations."

M. Patijn, Burgomaster of The Hague, welcomed the Court in the name of the Municipality and the people of The Hague.

The President of the Court, M. Loder, recalled the part played by Holland and the City of The Hague, "the peaceful meeting-place of the nations," in the development of international law, and he paid a tribute to the share taken by M. Léon Bourgeois, President of the French Senate, in the institution of the Court, of which he was the real spiritual father. "He has been devoted (said M. Loder), for many years to this noble work. His eloquence has been heard throughout the world, and his arguments have stirred the hearts and minds of men. It is to his perseverance, to the untiring efforts of his creative and constructive energy that the Court owes its existence. He has succeeded because he possesses the faith which refuses to doubt that right will be triumphant. The victory of to-day is his victory. To him is therefore due the homage and respect of more than fifty nations." M. Loder said that the Court occupied within the League of Nations a place similar to that of the judiciary in many States, where it was an integral part of the State and depended upon the national legislature in matters concerning its constitution, its organisation, its powers and its maintenance, but recognised no master in the performance of its duties, in which respect it enjoyed absolute liberty and was bound only by the law which it was its task to apply.

"The Court exists; although it is not its duty to transform the world, although it can only judge the cases which are brought before it, its creation and inauguration mark great progress in the world's evolution."

This public ceremony took place during the course of the first preliminary session of the Court, which was devoted to administrative questions, and to the establishment of rules of procedure. Of the fifteen judges and deputy judges elected last September by the Assembly and the Council of the League of Nations, twelve took part in the work of this session, namely nine judges: M. Altamira (Spain), M. Anzilotti (Italy), Lord Finlay (Great Britain), M. Max Huber (Switzerland), Dr. Loder (Holland), Mr. John Bassett Moore (United States), M. Nyholm (Denmark), M. Oda (Japan), M. Weiss (France); three deputy judges: M. Michel Yovanovitch (Serb-Croat-Slovene State), M. Beichmann (Norway) and M. Negulesco (Roumania). Two judges, M. Barbosa (Brazil) and M. Bustamante (Cuba) were prevented by illness from attending, and the deputy judge, M. Wang-Chung-Hui (China), delegate at the Washington Conference, was also prevented from taking part in this first session.

The Court at first proceeded to the election of its president, vice-president, and registrar.

M. LODER, who was elected President, is a Dutch judge, and a member of the Supreme Court of Holland. He was born on September 13th, 1849. He is an associate of the Institute of International Law, and one of the founders of the International Maritime Committee. M. Loder has on several occasions represented the Dutch Government at great international conferences. He was, for instance, delegate to the International Conference on Maritime Law at Brussels in 1905, 1909 and 1910, and deputy delegate at the First Assembly of the League of Nations. He was closely associated with the preparation of the Covenant of the League in his capacity as member of the Dutch delegation to the Conference held in Paris in March 1919 in order to consider the drafting of the Covenant. He took part in drafting the statute of the Permanent Court of International Justice, first in his capacity as president of the Conference of Neutral Powers which met at The Hague to draw up the draft statute of the Court, and then as a member of the Committee of Jurists summoned for this purpose by the Council of the League of Nations.

M. ANDRÉ WEISS was elected Vice-President. He was born in Alsace on September 30th, 1858. He is a professor of Public and Private International Law at the University of Paris; before his election to the Permanent Court he was legal adviser to the Ministry of Foreign Affairs. Besides being a member of Institut de France and associate member of the Royal Academy of Belgium, M. Weiss is also president of the Institute of International Law.

The Court appointed M. HAMMARSKJÖLD Registrar. M. Hammarskjöld is a first secretary of Legation in the Swedish diplomatic service. After having spent some time in the Swedish Ministry of Foreign Affairs, where he was in charge of questions connected with international law, and in various foreign posts, M. Hammarskjöld was appointed to the Secretariat of the League of Nations. In this capacity he took part in all the work preliminary to the establishment of the Permanent Court of International Justice; he was secretary to the Committee of Jurists which prepared the statute of the Court at The Hague in 1920, and was subsequently secretary to the Commission which submitted the final draft of the Statute of the Court to the Assembly of the League.

The Court, which is still in session, has appointed a committee composed of M. Altamira, M. Anzilotti, Lord Finlay, M. Huber and M. Weiss to prepare a draft of rules of procedure,

III. Third Meeting of the Temporary Mixed Commission for the Reduction of Armaments.

The Temporary Mixed Commission for the Reduction of Armaments met in Paris this month under the Presidency of M. Viviani, at the Petit Luxembourg, with the object of carrying out, in accordance with the request of the Council ¹ certain of the resolutions taken by the second Assembly of the League of Nations with regard to armaments.

The Temporary Mixed Commission was called upon to decide on the following points:

First, according to the terms of a resolution of the second Assembly,² the Commission was to prepare a general plan for the reduction of armaments to be presented to the Council, if possible before the meeting of the next Assembly in September 1922. To enable the Commission to carry out this duty, the Assembly had further requested the Council to strengthen the Commission by the addition of some new members. Consequently, the Council, at its meeting of October 12th, 1921, requested the Commission to consider the matter.

Second, at its first meeting in July 1921, the Commission, on the proposal of Senator Schanzer, had resolved that a statistical enquiry should be conducted into the state of armaments in the principal countries in 1921 as compared with that of the year 1913. The second Assembly had approved this resolution. The idea of the Commission was that this enquiry should constitute a first necessary step for determining the principles and the basis for a reduction of armaments. The Commission was to review, in the course of this session, the work accomplished up to date with regard to the statistical enquiry ³ and to discuss the means for continuing the work.

Third, the Commission was to continue the study of the problems of the private manufacture of arms, of the traffic in arms, and of poison gas.

On these various points the Commission come to the following conclusions:

1. It communicated to the Council a list of States which are either not yet represented on the Commission or not adequately represented, requesting the Council itself to choose the additional members of the Commission from among the citizens of those States.

2. With regard to the general plan for a reduction of armaments, the Commission took the view that it was not possible to draw it up in the form of a Treaty. But it is prepared to give the proposals which in this connection it is to submit to the Assembly in the form of a definite project. With this object Lord Esher, who was elected Vice-President of the Commission in the place of Mr. Fisher, placed before the Commission the text of nine resolutions, embodying practical proposals for the reduction of armaments. They will be included in the agenda of the next session of the Commission, together with a proposal of Commander Segrave. In the meantime, the Commission decided, on the proposal of Count Bonin-Longare,

¹ Vide *Monthly Summary*, 1921, No. 7, p. 160.

² Vide *Monthly Summary*, 1921, No. 6, pp. 109, 130 and 131.

³ Vide *Monthly Summary*, 1922, No. 1, p. 5.

to request the Council to ask each of the Governments to supply it with an *exposé* of the considerations which it deems necessary to present regarding the exigencies of its national security, of its international obligations, of its geographical situation and of its special conditions.

3. The resolutions voted with regard to the statistical enquiry were formulated by a sub-Commission under the Presidency of General Marietti. The object of these resolutions is to secure systematic organisation of the enquiry and to hasten its progress. The sub-Commission consequently requested the Secretariat to collate the official and public documents as quickly as possible, so that by July 15th, it may proceed to an exchange of views with regard to the general lines of a plan for the reduction of armaments. The Secretariat is authorised, with this object in view, to appoint the correspondents mentioned in the decisions of the Assembly, choosing them from among experts qualified for their technical knowledge (University professors, financial experts and accountants, heads of statistical bureaux).

The Commission finally approved the general lines of the programme set forth by Professor Benini and M. Janssen and authorised them to continue their work.

4. The Commission considered that in present circumstances one of the best means for establishing the control of the private manufacture of arms and munitions of war appeared to be the ratification of the Convention of St. Germain on the traffic in arms; it therefore asked the Secretariat to request the Governments which had been entrusted by the Council to negotiate with the Government of the United States on the occasion of the Washington Conference, to communicate the results of these negotiations in connection with the ratification of the Convention. The members of the Commission who took part in the work of the Washington Conference have been requested to report to the Commission on the state of the question from the point of view of the private manufacture of arms and munitions.

As it is indispensable to continue the preparatory work with a view to the summoning of a general conference for the control of the private manufacture of arms and munitions of war, the Secretariat was requested to examine all the legal questions connected with such control and to collect all useful statistics concerning the production of arms and munitions, and the number of workmen employed in war industries.

The Commission also examined the question of poison gas. In view of the agreements concluded in Washington with regard to the employment of such gases, the Commission was of opinion that its inquiry, which is closely connected with the general question of the laws of war, should be suspended until full details concerning the Washington agreements have been received and distributed.

Before adjourning, the Commission authorised its sub-Commission to meet separately whenever they deemed it advisable for the progress of their work. This decision, and the work accomplished in the course of this third Session, are evidence, as several members of the Commission remarked at the last meeting, of a general desire to carry on the work with activity and to achieve practical realisations without disregarding the extent and complexity of the problem and the necessity of a thorough preparation of eventual solutions. "The speed of the work," M. Viviani said, "the stability of method, the competence of the individuals, are sure guarantees of the final result."

IV. Organisation of the League.

I. AMENDMENT TO THE COVENANT.

The Belgian Ministry for Foreign Affairs informed the Secretariat of the League of Nations in a letter dated February 6th that it had decided to ratify the amendment to the Covenant adopted by the Second Assembly of the League regarding the allocation of expenses among the States Members. The letter added that the draft

Bill which has to be submitted to both legislative Chambers in order to make ratification effective will shortly be read for the first time.

2. REGISTRATION OF TREATIES.

Among the treaties presented during the past month for registration with the League figures a series of agreements concluded with different States by the British Government. The Danish Government communicated a Convention between Denmark and Germany regarding the transfer of judicial administration in North Sleswig, and a Convention on Aerial Navigation concluded by Denmark and Norway on July 27th, 1921.

A Treaty of Friendship between the Persian Empire and the Republic of China, signed on June 1st, 1920, at Rome, has also been registered with the Secretariat.

The fourth volume of the "Treaty Series and International Engagements registered with the Secretariat of the League of Nations" has been published. Beginning with the Preliminary Peace Treaty between Poland and the Soviet Republics of Russia and Ukrainia, this volume contains the text of twelve international agreements registered with the Secretariat, including that of the International Sanitary Convention, Paris, 1912.

V. Technical Organisations.

I. WORK OF THE PROVISIONAL HEALTH ORGANISATION.

(a) *The Health Situation in Eastern Europe in January 1922.*

The Provisional Health Organisation has started the publication of periodical health reports giving information on the sanitary conditions of the world. For the present, these reports are appearing once or twice a week.

The Russian situation has chiefly occupied the attention of the Health Organisation of the League on account of its special gravity. During the last few weeks information has accumulated, showing that the situation in Eastern Europe has rapidly become very serious, owing to the extension of the famine in Russia and the greatly increased incidence of epidemic diseases. The famine has developed in a country ravaged by epidemic diseases, and the situation has been gravely affected by the mass emigration of the population. An illustration of the magnitude of the repatriation movement to eastern districts of Poland is shown by the fact that through the one Polish quarantine station of Baranowicze, 301,287 re-emigrants were dealt with between March and December 1921.

The following figures plainly illustrate the health conditions of repatriated people when they reach the frontier. Of the 50,981 repatriated through Baranowicze in October, 809 had to be admitted to hospital and 497 died, 368 of them before admission. In November, when winter had set in, of the 59,843 repatriated, 1,227 were transferred to hospitals, while of the 1,406 dead, 1,131 died outside the hospital. In the first week of December, of the 540 who arrived at the station all had to be admitted to hospital, 179 of them died, 120 in hospital and 59 before admission. Of the 400 members of the personnel, 114 are at present down with typhus. Such is the situation in surroundings where some sanitary organisation set up for the purpose actually exists; it is easy to realise the state of things in the open country, where no facilities of any kind are available.

Grave as conditions have become during the last few months, it is to be feared that the situation may be seriously aggravated when the famine reaches its culminating point, *i.e.*, probably in April. The famine conditions which have hitherto been regarded as limited to certain regions of Soviet Russia are extending, according

to the latest information, to the south-eastern and southern parts of the Ukraine. Unfortunately, these regions include the most fertile territory of the Ukraine, to which tens of thousands of refugees from the northern provinces have fled, expecting to find shelter and food.

Cholera, which had ended abruptly in August 1921, has reappeared in various places throughout the Ukraine. Certain outbreaks have been traced to infection conveyed from the province of Riazan in Central Russia. During the last three months cases of cholera were of daily occurrence in Kharkoff, while during the period from the middle of December 1921 to the week ending January 11, 1922, no fewer than 239 fresh cases of cholera were reported at Kiev.

There is great danger that the native population of the Ukraine may be compelled to start a westward movement to search for food and escape from epidemics.

The considerable increase which is to be observed in the movement of repatriation has already caused a break in the Polish sanitary cordon, with the result that during November and December the incidence of typhus and relapsing fever showed an upward movement in the Polish districts of Novogrodek, Polesia, and Volhynia; the district of Lublin is threatened with the epidemic, and typhus has never been so prevalent as now in the district of Vilna and the province of Brest-Litovsk. Typhus has considerably increased in Warsaw, the monthly notifications being: October, 27; November, 43; December, 143; and during the first eleven days of January, 1922, 123. A centre of infection has been discovered as far west as the city of Bydgoszcz (Bromberg) in Poznan. Energetic measures have been taken by the Polish authorities; a former Prime Minister has been appointed Special Repatriation Commissioner, and an Extraordinary Epidemic Commissioner has been nominated for Warsaw. The sanitary cordon is being reinforced with the assistance of the Epidemic Commission of the League of Nations, and steps have been taken by Russia and Poland to negotiate a sanitary convention (see *Monthly Summary* for January, page 8).

It is clear, therefore, that at the beginning of 1922 the epidemic situation in Eastern Europe presents a real and immediate danger. Last year, the sanitary cordon organised by the Polish Public Health Service with the assistance of the Epidemic Commission of the League of Nations was completed, at any rate on the northern and central parts of the frontier; the epidemics in Russia seemed then to be diminishing and a considerable improvement had taken place in Poland, where the refugees arriving in the eastern provinces were being gradually absorbed in the local population. This year, the famine has set in motion hundreds of thousands of Russians, and the result has been the sudden increase of all the epidemics. Growing numbers of non-Russian re-emigrants are moving westwards. The sanitary defences of the Polish Health Administration are gravely threatened, while the problem of the settlement of the re-emigrants on the devastated land has become almost insoluble.

In December 1921 and January 1922, typhus made its appearance in localities which had hitherto been practically free. It has, for example, invaded Lithuania, where the Government has been obliged to mobilise all the medical profession. German colonists repatriated to the eastern districts of Prussia have introduced it in the neighbourhood of Frankfort-on-the-Oder, and convoys of repatriated prisoners arriving in Riga and Narva have in the last two months had an unusually high percentage of typhus and other epidemic diseases. The extension of famine into the Ukraine and the appearance there of a serious and extensive epidemic of cholera as early as January brings new danger to the southern and eastern parts of the cordon, where conditions have so far remained stable.

The whole frontier zone, therefore, between Russia and the Ukraine on the one hand, and Central Europe on the other, seems to be less prepared to withstand the probable shock of the increased movement of repatriation expected at the beginning of spring than it has been during the last two years.

(b) *International Anti-Epidemic Conference at Warsaw.*

The Polish Government, in view of the gravity of this situation, addressed to the President of the Council of the League of Nations, on February 15th, a communication in which it proposed, with the concurrence of the League, to summon a European Conference with a view to establishing a common plan of action against epidemics. M. Paul Hymans, the President of the Council, has informed the Polish Government that the Council unanimously approves its initiative and that it invites the Polish Government to summon for March 15th¹ next the representatives of European States which consider themselves interested in the question.

The Polish Government, in its letter to the President of the Council, says it has taken note with the greatest interest of the report of the Health Section of the League on the aggravation of the health situation in Eastern Europe, and expresses its appreciation of the Council's recognition of the gravity of the situation in Russia and in the Ukraine, with the imminent danger of the epidemics spreading first into the countries bordering on Soviet Russia, and afterwards to the whole of Europe.

Since 1918 the Polish Government has fought with great energy against the development of these epidemics. It has created an anti-epidemic organisation, as considerable as its means permit. Over 130 epidemic hospitals have been opened, a sanitary cordon comprising 20 stations has been established, and already more than three million people have been cared for. The Polish Government hoped that this effort would finally arrest the spread of the epidemics, and that with the re-establishment of peace on the Eastern frontiers, any threat of recurrence had disappeared. Unfortunately the general conditions of Russia became aggravated by the famine, and epidemics again broke out in that country. Their extension is such that the Polish Government is persuaded that typhus will shortly be followed by cholera, dysentery, and typhoid fever. It has therefore taken steps to do all that it can to prevent an extension, and is discussing with the Soviet Government plans for common action.

It considers, however, that this situation necessitates action on the part of the whole of Europe, for the efforts now being made by the Soviet Government, the Polish Government, and the other Governments on the borders of Russia, as well as by the Epidemic Commission of the League of Nations, will, without general support, be doomed to failure. Consequently, the Polish Government considers that a European conference of all the interested States should be held as soon as possible in order to consider as a whole the situation created by the epidemics and to establish a common plan of action, the States taking part being represented by specialists from their health services. The Polish Government does not doubt that the Council of the League of Nations will continue the help which it has already given by means of the Epidemic Commission of the League.

The Polish Government then refers to the decision of the last Assembly of the League regarding special agreements between certain Members of the League. This decision declares that such agreements may be negotiated under the auspices of the League, for example in special conferences, with the League's assistance. The Polish Government therefore asks the Council of the League to give its approval to the special conference for which it asks.

The general lines of the agenda for this conference would be as follows:

1. Present epidemic situation in Eastern Europe.
2. Anti-epidemic measures to be taken by all interested States.
3. Detailed plan of the sanitary zone to be established on both sides of the frontier between Russia and the Ukraine and the neighbouring countries, and the means necessary for the carrying out of this work.

¹ The date of this Conference has since been fixed for March 20th.

M. Paul Hymans, President of the Council, replied by telegram to the President of the Council of Ministers of Poland, stating that he had consulted his colleagues on the Council, and they unanimously approved of the proposal. The Council considered that the proposed conference was in accordance with the decisions of the last Assembly regarding special conferences which might be organised with the concurrence of the League and approved the general lines of the agenda. The Council invited the Polish Government to summon for March 15th next, at Warsaw,¹ the technical representatives of European States interested in the matter, and as it considered the conference and the work foreshadowed to be within the general sphere of the organisation of the League, he had asked the Secretary-General to put himself in communication with the Polish Government and to take all necessary measures to ensure the co-operation of the League of Nations at the conference.

In accordance with this decision, Sir Eric Drummond has telegraphed to the Polish Government placing at its disposal the organisations of the League.

2. TRANSIT AND COMMUNICATIONS ORGANISATION. — PASSPORTS. — RESULT OF THE GRAZ CONFERENCE.

The Porto Rosa Conference decided that a Conference should be held at Graz between the States successors of the Austro-Hungarian Monarchy, in order to consider the application of the resolutions on passports adopted by the Conference held in Paris October 1920, under the auspices of the League of Nations Provisional Committee for Communications and Transit.

The decisions taken at Graz have been incorporated in a Convention signed by the States successors of the Austro-Hungarian Monarchy. Ratification within a short period is announced by some of these States; others will adhere later.

As they stand, the results of the Graz Conference mark notable progress beyond existing methods — progress which concerns facilities for the issue of passports, and for the granting of visas, the period for which they are valid, and the charges. As soon as the Graz Convention comes into force, the chief measures recommended by the League of Nations will be in operation in the great majority of countries.

VI. Administrative Questions.

I. SAAR BASIN.

The three members of the Saar Basin Frontier Delimitation Commission who were appointed by the Council of the League of Nations at their first meeting in Paris on January 16th, 1920, have announced the completion of their task and have forwarded to the Council a copy of their final reports and maps.

2. FREE CITY OF DANZIG.

In addition to the appeals against decisions of the High Commissioner which were reported in the last *Monthly Summary*, both Poland and Danzig have decided to appeal against the decision concerning the conduct of the Foreign Affairs of the Free City.

A summary review of the eleven decisions given by General Haking since he took office, together with an indication of the action taken with regard to each, has been printed in the *Official Journal* for March 1922, as well as in a separate document reviewing Danzig questions from September, 1921, to January, 1922.

¹ See footnote on preceding page.

3. PROTECTION OF MINORITIES.

(a) *The Ruthenian Population South of the Carpathians.*

The political party of the Ruthenians of Hungary addressed a petition to the League of Nations on September 10th, 1921, complaining that the Czecho-Slovak Government had not yet granted the autonomy to the Ruthenian territory south of the Carpathians, which it had undertaken to grant by the terms of Articles 10-13 of the Treaty of St. Germain of September 10th, 1919. The petitioners declared, further, that the stipulations concerning the rights of minorities contained in the articles of the same Treaty had not been observed with regard to their territory.

In its reply of November 18th, 1921, the Czecho-Slovak Government claimed that the obligations concerning the autonomy of the Ruthenian territory had been legally fulfilled by the fact that the relevant stipulations of the Treaty had been incorporated in the constitutional Charter of the Czecho-Slovak Republic. But these provisions could only be carried out progressively as the fundamental conditions for autonomy, namely, an enlightened population and a staff of capable native officials, did not obtain in the territory in question. The Czecho-Slovak Government also described its efforts to enable the people to govern themselves, and refuted the complaints concerning the non-execution of the Minorities clauses.

In accordance with the Council resolution of October 25th, 1920, a Committee, composed of the President of the Council (M. Hymans), and two members (the Marquis Imperiali and Viscount Ishii), examined on January 14th, 1922, the petition of the Ruthenians and the reply of the Czecho-Slovak Government. In its report to the Council, the Committee expressed its confidence in the Czecho-Slovak Government and its conviction that it would find the means in the near future of granting the Ruthenian territory autonomy within the Czecho-Slovak State, in accordance with the Treaty of St. Germain, and that it would continue to keep the League of Nations informed of the measures taken in this connection, as it had done hitherto.

(b) *The German minority in Poland.*

The Council Committee also examined, at the same meeting, a question concerning the situation of the German minority in Poland.

The Secretary-General, on November 9th, 1921, had received a telegram from the German League (*Deutschtumsbund*) of Bydgoszcz (Bromberg) in Poland, informing him that several thousand families of colonists of German origin had been ordered by the Polish Government to evacuate their holding, before December 1st, 1921.

In accordance with the special and rapid procedure established for minorities questions when cases of exceptional urgency arise, the Secretary-General immediately communicated the telegram of the German League to the Members of the Council, after having informed the Polish representative in Geneva. The latter replied that the date of December 1st had been prorogued and that the Polish Government, guided by humanitarian considerations, had decided, independently of the dates for eviction which might be fixed by the competent courts, that it would only proceed with these evictions step by step, and in no case before May 1st, 1922.

Meanwhile, the Secretary-General had received two memoranda from the petitioners, dated November 7th and 12th respectively, giving a detailed *exposé* of the question. The Polish Government made certain observations on the petition of the German League to the Secretary-General, and informed him that it intended to forward some additional observations.

The Committee considered it difficult, before receiving this information, to determine whether this involved the danger of violation of a provision of the Minorities Treaty. However, as the German colonists were threatened with eviction

at an early date, the Committee considered it desirable that it should call the attention of the Council to the matter, so that it might request the Polish Government to suspend all measures calculated to alter the actual condition of these colonists until the Council had had an opportunity of examining the further observations of the Polish Government.

Subsequently, on January 26th, 1922, the Polish representative in Geneva sent the Secretariat a memorandum on the situation of the German minority in Poland, and in particular on the question of the German colonists. This document has been communicated to the Members of the League.

Finally, the Committee examined a petition in the case of Herr von Tiedemann, who had been ordered by the Polish authorities to present the deeds of sale of his estates in Poland before January 17th, 1922. The Committee considered it desirable, also in this case, in view of the very short delay which had been granted, that the Council should request the Polish Government to suspend any measure calculated to prejudice the definite solution of the question, until it had examined the observations of the Polish Government.

In a letter dated January 17th, the Polish representative to the League of Nations informed the Secretary-General that, in consequence of the death of Herr von Tiedemann, the Polish authorities had immediately ordered the suspension of the liquidation of his estates.

VII. Political Questions.

I. THE NEGOTIATIONS ON UPPER SILESIA.

The first meeting of the resumed Germano-Polish Conference, summoned to draw up a Convention on the Upper Silesian regime, was held at Geneva, under the presidency of M. Calonder, on February 14th, 1922.

The German Government was represented by the former Minister, Herr Schiffer, assisted by Dr. Lewald, Secretary of State. The Polish delegate to the Conference was M. Olszcowski, Minister Plenipotentiary. The League Secretariat provided the secretarial staff of the Conference.

In welcoming the delegations, M. Calonder acknowledged the cordial reception given him on his visit to Upper Silesia, and expressed his confidence that the spirit of conciliation and moderation of which both delegations had furnished abundant proof would enable the Conference to attain satisfactory results, the more so as the interests of Upper Silesia and those of the States represented at the Conference were not in conflict. The President's statement was confirmed by both plenipotentiaries, who thanked M. Calonder for his excellent work in presiding over the negotiations. M. Calonder then suggested that the following procedure be adopted by the Conference: The different articles should be submitted to a drafting Sub-Committee, composed of a representative of the President and a representative of each delegation. Under the chairmanship of M. Calonder's representative, the Sub-Committee would establish a draft Convention to be submitted to the plenary Conference. Meanwhile, the Sub-Commissions whose reports were not ready would continue. This proposal having been accepted by both plenipotentiaries, the drafting Sub-Committee was appointed as follows: Chairman, M. Kaeckenbeeck (of the Secretariat of the League), Herr Schlegelberger (Germany) and M. Wolny (Poland).

The Sub-Commissions on —

- (1) Railways,
- (2) Water and Electricity,
- (3) Monetary Regime,
- (4) Postal and Telegraphic Services,
- (5) Customs,
- (6) Coal and Mineral Products,
- (7) Associations of Employers and Employed,
- (8) Social Insurance,
- (9) Frontier Permits,
- (10) Rights of Nationality and Domicile,
- (11) Protection of Minorities,

appointed in accordance with the decision of the Conference of Plenipotentiaries at its first session (November 23rd, 1921), have been working in Upper Silesia during the past two months and have studied in detail the various articles to be embodied in the Convention. A twelfth Sub-Commission has been entrusted with the constitution of two joint and permanent organisations provided for by the Conference, namely, an Upper Silesian Joint Commission to supervise the carrying into effect of the Convention, and a Court of Arbitration to settle all private disputes resulting from the application of the new regime. The 7th, 11th, and 12th Sub-Commissions will finish their work at Geneva, while the Conference is sitting.

The Conference will examine the reports presented by the Sub-Commissions and establish the final text of the Convention.

2. THE COMMISSION OF ENQUIRY ON ALBANIA.

At the request of the Conference of Ambassadors, the Commission of Enquiry of the League of Nations had been asked to visit the neutral zone created between Albania and the Serb-Croat-Slovene State. The Commission has transmitted to the Secretary-General the results of its enquiry, and its reports have been communicated to the Council and to the Members of the League. The Commission has noted on the part both of the Albanian and of the Serb-Croat-Slovene Government a genuine desire to respect the neutral zone; if certain violations of no importance have been committed, through error or negligence, in this strip of territory, they have at once been righted at the request of the Commission. The latter found that the zone had been evacuated by the troops of both countries.

The Commission had proposed that a mixed Albano-Serb Military Commission should be created in the neutral zone to exercise control over it and to carry out enquiries on the spot on any incidents which might occur there. The Council of the League had, in fact, enjoined on the Commission, in its instructions of November 19th, to "study and to indicate to the Council the best means of putting an end to the present troubles, and to propose any measures which it might deem necessary to prevent their repetition." The proposal of the Commission, which has been accepted by the Albanian and Serb-Croat-Slovene Governments, is at present the subject of correspondence between the Conference of Ambassadors, whose opinion has been asked for, and the Secretary-General. The Commission of Enquiry will meet the Commission for the Delimitation of the Albanian frontier at Scutari, about the beginning of March.

The former Commission for the Delimitation of the Albanian frontiers in the area between the Lakes of Ochrida and Presba had to suspend its labours on the outbreak of the world war. The Yugoslavs subsequently occupied a part of the non-delimited territory. The Commission of Enquiry has therefore proposed that the neutral zone should be extended from the south of the Lake of Ochrida

to the Greek frontier on the Lake of Presba. The suggestion has been approved by the Conference of Ambassadors.

On January 16th, the Secretariat received a request from the Albanian Ministry of Foreign Affairs that it should use its good offices in favour of the re-establishment of diplomatic relations between Albania and the Serb-Croat-Slovene State. This request has been transmitted by the Secretariat to the two interested Governments.

The Commission has also drawn up a report on the situation in the part of the Albano-Greek frontier which has not yet been completely delimited, especially in the Koritza area; the Greeks have occupied a certain number of villages which appear to have formed part of the former Kaza of Koritza, originally attributed to Albania. There, too, the Commission has proposed the creation of a new neutral zone until the frontiers have been delimited. This proposal has also been accepted by the Conference of Ambassadors.

The situation in the town of Koritza, which had been the subject of a dispute between the Greeks and the Albanians, has been carefully examined by the Commission. The latter has noted that the majority of the population is Albanian, and in fact belongs to the Albanian Nationalist Party. The Commissioners also recognised that the information, according to which the Albanian authorities were stated to have threatened to burn the houses and confiscate the property of all political exiles who did not return to their homes within a specified date, was inaccurate.

3. POLAND AND LITHUANIA.

Replies to the decision of the Council dated January 13th, 1922, concerning the dispute between Lithuania and Poland, have been received from the two Governments concerned. The Lithuanian Government in a letter dated January 21st to M. Hymans, President of the Council of the League, states that it learnt with the deepest regret of the Resolution in which the Council declares that it feels compelled to abandon its efforts to settle the Lithuanian-Polish dispute.

The Lithuanian Government, anxious to settle its dispute with Poland by peaceable methods, is prepared to establish diplomatic and consular relations with Poland whenever the attitude of that country towards Lithuania is in strict conformity with the relations which should exist between two sovereign and independent States. With regard to the Council's proposal to replace the neutral zones by a provisional line of demarcation, the Lithuanian Government again earnestly requests the Council to maintain its supervision of the territory in dispute by means of a High Commissioner.

In reference to the protection of the various racial groups in that part of the territory of Vilna which is under Polish military occupation, the Lithuanian Government declares its readiness to accept, unreservedly, all the measures which the Council may recommend to ensure the protection of these groups in the territory in question.

In conclusion, the Lithuanian Government notes with satisfaction the Council's declaration to the effect that it could in no way recognise a solution of the Vilna dispute on the basis of the elections organised by the Polish Government under military occupation.

The reply of the Polish Government, dated January 23rd, 1922, expresses gratitude to all the Members of the Council, and particularly M. Hymans, for the efforts they have made for the settlement of the dispute.

The Polish Government, being entirely in agreement with the decision of the Council, declares that it is no longer necessary to maintain the Military Commission of Control, whose humanitarian task may be regarded as finished. In accordance with the wishes of the Council, the Polish Government will re-establish diplomatic

and consular relations with the Lithuanian Government. It recalls the fact that at the Conference at Brussels, the two parties were already agreed in principle as to the necessity of appointing such representatives at Warsaw and at Kowno. If, however, it should be the case that a negative reply were received from the Lithuanian Government with regard to this subject, the Polish Government would be ready to entrust the defence of its interests in the territories administered by the Lithuanian Government to a friendly Power and to notify that Government immediately.

The Polish Government also accepts the decision of the Council to substitute for the two neutral zones in the districts of Suwalki and Vilna, a provisional line of demarcation, it being clearly understood that the territorial rights of the two States remain wholly reserved.

Concerning the protest of the Lithuanian Government against the elections to the Vilna Diet, the Polish Government is compelled to make the most formal reservations with regard to the statements of the Lithuanian Government.¹

The Polish Government fully shares the opinion of the Council that it is the duty of the Lithuanian Government, in accordance with its declaration of September 14th, to apply to the Minorities under its rule, including Polish minorities, the general principles of the Minorities Treaties.

On the question of the protection of Minorities in Poland and Lithuania, the Polish Government is prepared to agree to the presence of representatives of the Council in exceptional and urgent cases, with a view to obtaining all necessary information on the spot, provided of course that the Lithuanian Government approves of the application of similar measures in the territory it administers.

In consequence of the decision adopted by the Council at its last meeting, the Military Commission of Control was withdrawn from the territories concerned on February 17th.

VIII. Humanitarian and Social Questions.

I. CZECHO-SLOVAKIA AND RUSSIA.

The Czecho-Slovak Government has addressed a memorandum to the League of Nations outlining the work of that Government for the benefit of Russian refugees and the starving population of Russia, with the request that copies of the memorandum be forwarded to the Governments of other countries, both Members and non-Members of the League.

The Foreign Minister, Dr. V. Girsá, in a covering letter, emphasises the fact that, in the opinion of the Czecho-Slovak Government, the starving population of Russia can best be assisted by efforts exerted at the same time on behalf of the Russian refugees. The only really effective method of dealing with the famine is by the economic restoration of Russia herself, which would enable her to rely on her own resources for the feeding of the population. The Czecho-Slovak Government does not regard the present famine as an unexpected and transient evil, but as a direct result of the disastrous economic condition of Russia, which will last or recur as long as its cause — the economic collapse — continues.

¹ The Polish Government alludes (1) to a declaration made by the Lithuanian Government concerning the elections to the Vilna Diet which was read by the Prime Minister at a sitting of the Constituent Assembly held on December 17th; (2) to a note addressed by the Lithuanian Government on December 14th to the Prime Minister, protesting against "the Polish manœuvres directed to reach a solution which would give satisfaction to only one party, falsifying the expression of the popular will in the disputed territory, and declaring that if the vote of the Assembly was to take place it would be considered from that moment as null and void."

To restore Russia, Russian agriculture must first of all be made efficient. To achieve this end it is necessary (a) to feed the starving population in order that they may be able to work, (b) to furnish them with the necessary agricultural implements and also with seed, live-stock, etc., (c) to send to Russia the necessary experts to work the factories, railways, etc.

The Czecho-Slovak Government is convinced that a sufficient number of foreign experts cannot be secured, for few will care to go to Russia and to work there under trying and difficult conditions. It would therefore be necessary in the first place to utilise the services of Russian experts. As the Russian "intelligentsia" has suffered enormous losses from civil wars, famine, etc., it is necessary to have recourse at the outset to Russian refugees in foreign countries, and to induce them to work for the economic restoration of their country.

In order that they may carry out this task, they must first of all be fitted for these duties by receiving the required training and the necessary facilities for returning to Russia and entering upon their work in that country.

The best method of providing these future organisers of Russian economic life with the necessary instruction would probably be to furnish the Russian students now in exile with the means of completing their education. Finally, safeguards must be obtained, on their behalf, from the Russian Government for the protection of their lives and liberty on their return to Russia, and for the grant of at least such civil rights as are indispensable for the economic development of any country.

Setting aside the second question as a political one, Dr. Girska draws attention to the first question. The Czecho-Slovak Republic is dealing with the education of nearly 5,000 Russian and Ukrainian students, and it is financially at the end of its resources. There are still nearly 10,000 Russian students in Europe who are unable to complete their education; in fact, only a limited number of them can continue their work in face of the difficulties which confront them.

The Czecho-Slovak Government believes that the magnificent work of Dr. Nansen may be best advanced and given permanent value if the view which this Government has hitherto held is adopted, viz., that in order to secure the restoration of economic life in Russia, students, workers and peasant refugees must be given the opportunity of obtaining the instruction which will fit them to return, in the near future, to their unhappy country and enable them to work for its economic welfare by peaceable means and with the united support of the entire world.

The Czecho-Slovak Government considers that the League of Nations is the organisation best suited to take the initiative and that the League should suggest that all countries wishing to aid Russia should have recourse to the same procedure as the Czecho-Slovak Government has adopted and considers highly effective. For this procedure is not only a practical one, but it would encourage all Russians to forget the differences which formerly separated them and to work in close co-operation for the reconstruction of their country.

The memorandum sets out in detail the official and unofficial work carried out by Czecho-Slovakia for the Russian and Ukrainian emigrants and for the starving population in Russia.

2. THE TRAFFIC IN OPIUM.

The date for the meeting of the second session of the Advisory Committee on Traffic in Opium has been changed from April 25th, 1922, as announced in the last *Monthly Summary*, to April 19th, 1922, in order to avoid conflict with the next session of the Council.

The Chinese Minister in Rome has resigned from the Committee and has been replaced by M. Chao-Hsin Chu, Chinese Chargé d'Affaires in London.

The agenda for this second session of the Committee includes a consideration of reports on questions discussed during the first meeting of the Committee in May 1921. Among these reports will be one concerning the replies to the Questionnaire and another concerning the system for Importation Certificates. Replies to the Questionnaire have been received to date from about fifty different governments and the explanatory note concerning the Importation Certificate system, which was provided for at the January session of the Council, has been forwarded to all the governments concerned. It points out that the certificate system provides not only for a control of importation but for a control of exportation as well, as under this system the drugs concerned cannot be imported or exported without the specific authorisation in each case of the governments of both the exporting and importing countries. The second group of questions on the agenda includes new items such as: the possibility of an enquiry into the approximate requirements of raw opium, which was originally proposed by the Council in June, 1921, and the extension of the Committee's investigation to include other dangerous drugs, which was proposed by the Assembly in September last.¹

IX. Miscellaneous.

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2. OFFICIAL PUBLICATIONS.

Monthly Bulletin of Statistics.

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Thanks to the courtesy of the International Institute of Agriculture at Rome, the Bulletin reproduces a table supplied by that body giving the production of wheat, rye, barley and maize for the last agriculture year.

Since the publication of the last Bulletin, additional statistical information has been officially received from Australia, Switzerland, and the United States of America.

¹ On page 192 of the *Monthly Summary*, No. 9, 1921, the statement with regard to opium should have read: "Steps have also been taken to regulate the traffic in opium; governments have been urged to exercise a stricter supervision over imports and exports; an enquiry is being made to discover the average requirements of medicinal opium, cocaine, heroin, etc., for medicinal and other legitimate purposes, and the Advisory Committee has been authorised to extend its investigations to other dangerous drugs which produce effects similar to those produced by the drugs already mentioned in the existing International Convention."

3. FORTHCOMING EVENTS.

- March 1. (In session) First meeting of the Permanent Court of International Justice, The Hague.
- „ 1. (In session) Conference on Upper Silesia, Geneva.
- „ 1. (In session) Sixth session of the Financial and Economic Commission, London.
- „ 20. International Epidemics Conference, Warsaw.
- „ 28. Second meeting of the General Council of the League of Red Cross Societies, Geneva.
- April 19. Second session of the Advisory Committee on Opium Traffic, Geneva.
- „ 25. Seventeenth session of the Council of the League, Geneva.

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SUPPLEMENT TO THE **MONTHLY SUMMARY OF THE LEAGUE OF NATIONS**

**February
1922.**

**Information Section of the
League of Nations, Geneva**

THE LEAGUE OF NATIONS.

Its Organisation and Work.

The idea of a League of Nations is very old. Long before the war, people had realised the usefulness of an organisation which would facilitate smooth relations between States, and promote their co-operation in matters of common interest, of which the most essential is the maintenance of peace. After the war, such an organisation seemed an even greater necessity. The way in which the war broke out, its developments and its consequences, showed how necessary was an international body whose object should be to maintain peace and preserve civilisation from the recurrence of such a catastrophe.

None of the general questions whose solution affects to-day not only the prosperity, but the very existence of States, seems capable of satisfactory settlement by one State alone; they can be solved only by means of investigations pursued by States in common and of agreements concluded between them.

An international organisation had therefore to be established; the authors of the Treaties saw this necessity and created the League of Nations. How is this League organised? How does it work? What has it accomplished? These are the three general questions now to be considered.

I. Organisation and Operation of the League of Nations.

ORIGIN, COMPOSITION AND AIM OF THE LEAGUE.

The Covenant of the League of Nations was established in virtue of the first twenty-six Articles of the Treaty of Versailles (June 28th, 1919). It was the work of one of the Peace Conference Committees, presided over by Mr. Wilson. The aim of the League is thus defined in the Covenant:—

“The High Contracting Parties,

“In order to promote international co-operation and to achieve international peace and security by the acceptance of obligations not to resort to war, by the prescription of open, just and honourable relations between nations, by

the firm establishment of the understandings of international law as the actual rule of conduct among Governments, and by the maintenance of justice and a scrupulous respect for all treaty obligations in the dealings of organised peoples with one another;

“Agree to this Covenant of the League of Nations.”

The League of Nations has now 51 Members. These comprise the States which signed the Treaties of Peace, named in the Annex to the Covenant; the States which the Treaty of Versailles invited to accede to the Covenant; and, finally, the States elected by the First and Second Assemblies, namely: Albania, Austria, Bulgaria, the Republic of Costa Rica, Esthonia, Finland, Latvia, Lithuania and Luxemburg.

The conditions for the admission of new States are as follows:

“Any fully self-governing State, Dominion or Colony..... may become a Member of the League if its admission is agreed to by two-thirds of the Assembly, provided that it shall give effective guarantees of its sincere intention to observe its international obligations, and shall accept such regulations as may be prescribed by the League in regard to its military, naval and air forces and armaments.”

THE ESSENTIAL ORGANISATIONS OF THE LEAGUE.

The League is directed and administered by two principal political organisations: the Assembly and the Council, assisted by the permanent Secretariat.

THE ASSEMBLY.

The Assembly consists of the representatives of all the States Members. No State, whatever its importance, can have more than three delegates or more than one vote.

In the terms of the Covenant, the Assembly “may deal at its meetings with any matter within the sphere of action of the League, or affecting the peace of the world.”

“The Assembly shall meet at stated intervals and from time to time as occasion may require, at the Seat of the League or at such other place as may be decided upon.” The First Assembly, which met at Geneva, decided that its meetings should thenceforth take place every year at Geneva, beginning on the first Monday in September. The First Assembly, in 1920, was presided over by M. Paul Hymans, Delegate of Belgium; the Second, in 1921, by M. van Karnebeek, Netherlands Minister for Foreign Affairs.

THE COUNCIL.

The Council of the League was to have comprised nine members, but the abstention of the United States reduced the number to eight. These are:

The four Principal Allied Powers — the Permanent Members of the Council — and four other Members of the League chosen freely by the Assembly. At present these are Belgium, Brazil, China and Spain. The representatives of the eight States Members of the Council are now:

- (a) Mr. BALFOUR (British Empire),
M. Léon BOURGEOIS (France),
The Marquis IMPERIALI (Italy),
The Viscount ISSHII (Japan).
- (b) M. HYMANS (Belgium),
M. DA CUNHA (Brazil),
Mr. WELLINGTON KOO (China),
M. QUIÑONES DE LEÓN (Spain),

The representatives on the Council perform the duties of President by rotation, according to the alphabetical order of the States represented. Each Member has one vote, and may not have more than one representative. Any Member of the League not represented on the Council is invited to send a representative to sit as a Member of the Council during the consideration of matters specially affecting its interests.

The Council, like the Assembly, may deal with any matter within the sphere of action of the League or affecting the peace of the world. In fact, it is perhaps not an exaggeration to say — although this is a delicate question of constitutional law — that the Council, one-half of whose Members are elected by the Assembly, is an emanation of the latter body, and is entrusted with the direction of affairs in the Assembly's absence.

The Council has already held 16 sessions. The earlier ones were at Paris, London, Rome, San Sebastian and Brussels. Since the beginning of 1921 it has met generally at Geneva at intervals of three months.

SECRETARIAT.

The Secretariat, like the Commissions to which reference will be made later, is an auxiliary of the Council and the Assembly. While those bodies are in session, it is the Secretariat which draws up minutes and carries out the administrative work. It is the Secretariat which prepares the business for all meetings, and which sees to the execution of the decisions taken; finally, it serves as an intermediary between the Assembly and the Council, between the League and its Members, and between the League and States which are not Members.

At the head of the Secretariat there is a Secretary-General, assisted by a deputy Secretary-General and two Under-Secretaries-General.

The first Secretary-General is named in the Treaty of Peace. Hereafter, the Secretary-General is to be appointed by the Council with the approval of the majority of the Assembly. The Secretaries and the staff of the Secretariat are appointed by the Secretary-General with the approval of the Council.

The Secretariat at present consists of ten sections:

1. Section for Administrative Commissions (Saar Basin and Danzig) and for Minorities, directed by a Norwegian.
2. Economic and Financial Section, directed by an Englishman.
3. Legal Section, directed by a Dutchman.
4. Political Section, directed by a Frenchman.
5. Disarmament Section, directed by an Italian.
6. Mandates Section, directed by a Swiss.
7. Health Section, directed by a Pole.
8. Transit Section, directed by an Italian.
9. Information Section, directed by a Frenchman.
10. Social Questions Section in charge of an Englishwoman.

ORGANISATIONS.

In addition to these three essential political and administrative organisations, there are an International Labour Organisation and a judicial institution — the Permanent Court of International Justice.

International Labour Organisation.

The International Labour Organisation was established by Part XIII of the Treaty of Versailles. It works by means of:

An *International Conference*, in which all the States Members of the League of Nations, together with Germany and Hungary, take part. Each country is represented by four delegates (two for the Government, one for the Workmen's Organisations, and one for the Employers' Organisations). This Conference meets once a year. Up to the present it has met at Washington (November 1919), at Genoa (June 1920) and at Geneva (October 1921);

A *Governing Body*, consisting of 24 members representing the most important industrial States, meets at intervals of about two months;

An *International Labour Office*, which is a permanent institution analogous to the Secretariat of the League of Nations.

The task of the International Labour Organisation is to maintain social peace in all countries, just as it is the task of the League of Nations to maintain international peace between all countries. With the collaboration of delegates from the Governments, and from Employers' and Workmen's Organisations, it draws up Labour Conventions, which must then be submitted to the appropriate authorities for ratification in each country.

Permanent Court of International Justice.

Drawn up in June 1920 at The Hague by a Committee of Jurists appointed by the Council of the League, the draft scheme for a Permanent Court of International Justice was adopted, with slight modifications, by the Council, and subsequently by the First Assembly of the League of Nations. To appreciate the importance of this achievement, it must be borne in mind that all former attempts had failed. The Hague Conferences of 1899 and 1907 had succeeded in establishing a permanent Court of Arbitration, but had found it impossible to set up a Court of Arbitral Justice for international disputes. The rivalries between the great and small Powers contributed largely to this failure. The composition of the Council and the Assembly of the League made it possible to overcome the difficulties which the Conferences of 1899 and 1907 had been unable to resolve. While the Great Powers predominate in the Council of the League, all States have equal rights in the Assembly.

The method of election of the eleven judges and the four deputy-judges of the Court, as proposed by the Jurists' Committee, and put into practice by the Second Assembly, safeguards that balance between the great and small Powers which was established by the actual constitution of the League. The Assembly and the Council vote independently of one another in the election of judges. Those who obtain an absolute majority of votes in the Assembly and in the Council are elected. This was the procedure followed by the Assembly and the Council in the election of judges, on September 14th, 1921.

The following are the names of the eleven judges and the four deputy-judges :

Judges:

M. Rafael ALTAMIRA (Spain),
 Prof. Dionisio ANZILOTTI (Italy),
 M. Ruy BARBOSA (Brazil),
 Prof. Antonio S. DE BUSTAMENTE (Cuba),
 Viscount Robert Bannatyne FINLAY (Great Britain),
 M. Max HUBER (Switzerland),
 M. LODER (Netherlands),
 M. John Basset MOORE (United States of America),
 M. Didrik Galtrup Gjedde NYHOLM (Denmark),
 Dr. Yorosu ODA (Japan),
 M. Charles André WEISS (France).

Deputy-Judges:

M. Frederik Valdemar Nikolai BEICHMANN (Norway),
 M. Demetre NEGULESCO (Roumania),
 M. WANG CHUNG HUI (China),
 M. Michel YOVANOVITCH (Serb-Croat-Slovene State).

So far (January 27th, 1922) 45 States have signed the Protocol of the Court; 30 have deposited their instruments of ratification.

The Statute of the Permanent Court of International Justice does not establish compulsory jurisdiction. That is to say that a State in conflict with another State cannot compel the latter to appear and to accept the Court's judgment. One of the clauses of the Statute, however, gives the Contracting States the option of accepting compulsory jurisdiction for all or for certain classes of disputes. Up to the present 18 States have signed this clause on a reciprocal basis, and nine have ratified it.

The Permanent Court of International Justice, the seat of which is at The Hague, held its first Session on January 30th, 1922, in that city.

THE COMMITTEES AND TECHNICAL ORGANISATIONS.

The Assembly and the Council are assisted in their political work by a certain number of Committees. Generally speaking, the object of these Committees is to supply to the political organs of the League any information, advice, or reports that may be required on matters falling within their special competence.

Some of these Committees are permanent, such as the *Permanent Advisory Committee for Military, Naval and Air Questions*, the *Permanent Advisory Committee on Mandates*, which advises the Council on all questions regarding the carrying out of the Mandates (former German colonies, and territories formerly under the sovereignty of the Ottoman Empire, administered on behalf of the League of Nations by Mandatory Powers); the *Advisory Committee for the suppression of the Traffic in Women and Children*, and the *Advisory Opium Committee*. Other Committees are temporary, that is to say, they should cease to exist as soon as the special enquiry with which they have been entrusted has been completed and the report submitted: such was the *Blockade Committee*. Others are the *Committee on Amendments to the Covenant* and the *Temporary Mixed Commission for the Reduction of Armaments*.

The League of Nations also comprises various technical organisations, the number of which increases from time to time. They enable the League to fulfil the extremely varied duties which are imposed upon it by the Covenant* or which it feels that it ought to undertake.

There are at present three technical organisations. One is the *Committee on Communications and Transit* (the organisation of which is now more or less complete) dealing with questions relating to the freedom of transit and communication in the various countries of the world; the other is the *Economic and Financial Committee*, still in process of formation, to which are referred questions of credit, of exchange, and the reduction of the cost of living. A third, the *Provisional Health Organisation*, co-ordinates the work of the various existing international organisations, maintains a closer connection between the health services of the various countries and collaborates with the International Labour Office, the Red Cross and other organisations.

Such, in general outline, is the organisation of the League—two political bodies (the Assembly and the Council), which are assisted by a certain number of Committees; three technical organisations, and a Secretariat, which assists the political bodies, and the technical organisations; and, finally, a judicial organisation, the Permanent Court of International Justice. Thus, the organisations provided for by the Covenant have been formed. They are working. Have they proved serviceable? That is the next subject for consideration.

II. The Work of the League of Nations.

The Assembly, the Council, the Committees, the technical organisations, and the International Conferences which they have organised, have devoted themselves with equal ardour to the common task. We shall examine one after the other the political activities of the League, its administrative and economic work and its humanitarian achievements.

I. POLITICAL ACTIVITIES.

On different occasions the League has been requested to undertake the settlement of various political disputes which threaten the peace of the world.

The Polish-Lithuanian Dispute.

In 1920, the Polish Government requested the Council of the League to endeavour to find means of averting the war which threatened between Poland and Lithuania concerning the Vilna territory. The Council succeeded in preventing the hostilities which seemed imminent. A Commission sent to the spot by the League saw to the strict observance, by the two parties, of the obligations which they had assumed.

* In this connection the text of paragraphs (e) and (f) of Article 23 of the Covenant may be quoted:

"Subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon, the Members of the League:

"(e) will make provision to secure and maintain freedom of communications and of transit and equitable treatment for the commerce of all Members of the League. In this connection, the special necessities of the regions devastated during the war of 1914-1918 shall be borne in mind;

"(f) will endeavour to take steps in matters of international concern for the prevention and control of disease."

It is true that neither Poland nor Lithuania saw its way to accept a draft agreement which had been drawn up by M. Paul Hymans, the Belgian Representative, and recommended to them by the Council. Nevertheless, order was maintained, and the danger of war was averted. The spirit of conciliation which has animated the Council is exercising its influence over the two parties. In spite of the difficulties which still separate them, their representatives entered into a solemn engagement before the Council, in January 1922, to abstain in the future from any act of hostility. It may be hoped that, in the atmosphere of peace and goodwill created by the Council of the League, Poland and Lithuania will at last reach a settlement of their differences.

The Albanian question.

During the year 1921, the Council had to deal with a dispute which had arisen between Albania and the Serb-Croat-Slovene State, and which was caused principally by the absence, until just recently, of any clearly defined frontier. At the request of the British Government, whose attention had been drawn to serious incidents which had occurred within the Albanian frontier as it existed in 1913, the Council of the League was convened a few days before the Conference of Ambassadors had published its decision regarding the delimitation of the Albanian frontiers. The Albanian Government and the Serb-Croat-Slovene Government undertook to respect the decision of the Conference, and the Commission of the League, which was appointed to watch events on the spot, reported that the withdrawal of the troops behind the newly fixed frontier-line was being accomplished without any incident. The two countries have assured the Council of their desire to maintain neighbourly relations.

The Aaland Islands.

The very difficult and delicate problem of the sovereignty of the Aaland Islands was solved by the League. The situation was as follows:

Since 1918, the inhabitants of the Aaland Islands had repeatedly declared that they wished to be separated from Finland and to be incorporated with Sweden. Sweden considered the wish of the Aaland Islanders legitimate, and claimed for them the right to hold a plebiscite. Finland refused to entertain this solution on the grounds of the sovereign rights of the Finnish State over its own territory.

The question was brought before the League, not by one of the States directly concerned, but by Great Britain, in pursuance of Article 11, paragraph 2, of the Covenant, which recognises "the friendly right of each member of the League to bring to the attention of the Assembly or of the Council any circumstance whatever affecting international relations, which threatens to disturb international peace or the good understanding between nations upon which peace depends."

On the report of an International Commission of three Members which had made an enquiry on the spot, the Council decided that sovereignty over the Aaland Islands should belong to Finland, but that in the interest of general peace and of future good relations between Finland and Sweden, and with a view to the prosperity and welfare of the Islands themselves, further guarantees should be provided for the population of the Islands, and that the neutralisation and non-fortification of the archipelago should be assured by an international agreement.

This agreement was concluded in the form of a diplomatic convention guaranteed by the Council of the League of Nations, which is entrusted with the duty of taking the necessary measures to assure the observance and maintenance of the provisions of the Convention. This is the first European diplomatic convention concluded under the immediate auspices of the League of Nations. The League was thus the instrument of the satisfactory solution of a most difficult and complicated problem.

Upper Silesia.

Among the questions with which the League has had to deal there are few which have aroused so great an interest as that of Upper Silesia. The Principal Allied Powers had not been able to reach an agreement on this matter, which is of primary importance from the political as well as from the economic point of view. Finally, they decided to invite the Council of the League to submit a recommendation on the subject of the delimitation of the frontiers of Upper Silesia between Germany and Poland. The Council agreed to this proposal.

In drawing up its recommendation, the Council was necessarily bound by the clauses of the Treaty of Versailles, which laid down a certain number of definite principles for the settlement of the fate of Upper Silesia. The Council subjected all the facts to an independent examination and endeavoured to interpret loyally and in a spirit of equity the provisions of the Treaty, which stipulated that the tracing of the frontier should be based on the results of the plebiscite, taking into account the geographical and economic situation of the district. The Council realised that these provisions rendered a partition of the industrial region of Upper Silesia inevitable, but in view of the present interdependence of the various parts of this region, with its intense industrial activity, the Council took the necessary measures to assure the continuity of its economic life, during the provisional period of adaptation. It therefore traced a frontier-line and at the same time recommended that Poland and Germany should adopt certain economic guarantees which it considered indispensable in the interests of the population. This recommendation was accepted by the Principal Allied Powers, and the Conference of Ambassadors, which is the executive organ of these Powers, embodied it in an executive decision in accordance with Article 88 of the Treaty of Versailles. The proposed negotiations between Germany and Poland with a view to assuring the conclusion of the necessary agreements for the transition period, are characterised by a spirit of conciliation which gives reason to hope that the plan put forward by the Council will prove successful. M. Calonder, the former President of the Swiss Confederation, is presiding over these negotiations between Germany and Poland. Since the decision, the most complete calm has reigned in Upper Silesia, which before and after the plebiscite had been the scene of the most serious disturbances.

Thus, the League of Nations has, in a number of cases, succeeded in settling disputes and preventing conflicts. It has diminished the causes of war.

Armaments.

In order definitely to ensure peace, however, it would be necessary, if not to abolish, at least to reduce armaments. In this matter the League of Nations has made some progress, though it is necessarily proceeding with caution. In this field of action, as in some others, the League is hampered by a fact which Members of the League must take into account, — it is not universal.

For this reason the naval aspect of the problem of armaments in particular, presented for the League practical difficulties which seemed almost insurmountable. The Washington Conference, however, succeeded in bringing about a meeting between all the great naval Powers (which, for obvious reasons the League would, not have been able to do) and induced them to discuss this problem. From this point of view the American Conference was of the greatest value for the fulfilment of the very aim and object for which the League was founded.

The question of land armaments presents difficulties of a different order. The Second Assembly, however, adopted certain definite plans which provide the basis for a gradual solution. Thus, it requested the Temporary Mixed Commission to undertake a complete statistical enquiry into the armaments of all countries,

distinguishing the military and police forces necessary for internal security, and the forces necessary for national defence. This enquiry must be the point of departure for an objective estimate with regard to any reduction of armaments. It is the essential first stage. On its results the temporary Mixed Commission will be able to draw up the general plan for reduction of armaments which it is to submit to the Council, if possible in time for the next Assembly.

The summoning of an International Conference on the private manufacture of, and traffic in, arms has also been approved to be held if possible before the next Assembly, and an attempt will be made to obtain ratification by all States of the Convention of Saint-Germain on the arms traffic. A further appeal has been sent to the Governments asking them to undertake not to exceed, during the two financial years following the next financial year, the total amount of military, naval, and air expenditure provided for in this latter year. Finally, the Assembly adopted a number of resolutions which, it may be hoped, will mark the beginning of a definite movement towards reduction of armaments.

2. ADMINISTRATIVE WORK.

By the administrative work of the League is meant the duties which devolve upon it as a result of certain articles in the Treaty of Versailles or in the other Treaties, and of Article 22 of the Covenant.

The administration of the Saar Basin and the protection of the Free City of Danzig, both entrusted to the League of Nations by the Treaty of Versailles, are experiments of a new and particularly delicate character.

Danzig.

The League is responsible for the protection of the Free City of Danzig; it guarantees its Constitution and appoints a High Commissioner, whose principal task is the settlement of any disputes which may arise between Danzig and Poland.

The two Governments, by direct negotiations, have solved a large number of serious problems, as may be seen from the agreement which they concluded on October 24th, 1921. The important and complicated question of the ownership and administration of the Danzig railways was finally solved, however, by two decisions of the High Commissioner (General Haking, an Englishman).

The establishment of a Danzig Harbour Board, on which Poles and citizens of Danzig are equally represented under the presidency of a Swiss, ensures collaboration between the two parties in the administration of the port, and contributes to the development and prosperity of the Free City.

Saar.

In the Saar Basin, the Governing Commission, appointed by the League, has now almost finished the work of organisation which it was called upon to accomplish. The social, economic, and political results of its labours are set out in periodical reports addressed to the League of Nations, and published at regular intervals.

The members of the Commission have, with one exception, been in office since the month of February, 1920. Their names are as follows:

Dr. HECTOR, of Saarlouis,
 M. LAMBERT (Belgian),
 Comte de MOLTKE-HUITFELDT (Dane),
 M. V. RAULT, Chairman (Frenchman),
 Mr. R. D. WAUGH (Canadian).

Protection of Minorities.

Although the Treaties of Peace which put an end to the world-war liberated a great number of nationalities, there still exist, in Central and Eastern Europe, religious, linguistic and ethnical minorities isolated in the midst of majorities which are alien to them.

Certain clauses in the Treaties of Peace, and in other special treaties, provide for their protection under the guarantee of the League of Nations.

When a petition relating to the protection of minorities, in accordance with the Treaties, is received by the Secretariat, all the Members of the Council are notified of it; this enables them to exercise their right under the Treaties to call the Council's attention to any acts infringing or threatening to infringe the Treaties. The State concerned also receives a copy of the petition and, if it so desires, submits its observations on the matter. The Council, when such a request is brought before it, gives such instructions as it considers appropriate and effective. It may, for example, decide to send a Commission of Enquiry to the spot.

In this connection the Council has been able to settle the dispute between Poland and Austria with regard to the Jews who came from Eastern Galicia into Austria, and who were threatened with expulsion by Austria. It secured guarantees for them from the two Governments concerned. It also intervened, to the satisfaction of both parties, in the question of the emigration of the Bulgarian minorities from Greece into Bulgaria and *vice versa*.

Armenia.

The Second Assembly asked the Council to urge upon the Principal Allied Powers the necessity of taking measures to safeguard the future of Armenia, and particularly of providing the Armenians with a national home entirely independent of Ottoman domination. At the last Session of the Council the representative of France made a reassuring statement on the situation of Christian minorities in Cilicia. The French Government secured the insertion in the Angora Agreement of a number of guarantees which the Allied Powers consider indispensable for the welfare of the ethnical and religious minorities, and it is supervising their observance.

The Council informed the Principal Allied Powers that it was ready to take part in any measures which might be prescribed for the protection of minorities in the Ottoman Empire.

Mandates.

Article 22 of the Covenant of the League defines the term "Mandated Territories". They are: "those colonies and territories which, as a consequence of the late war, have ceased to be under the sovereignty of the States which formerly governed them, and which are inhabited by peoples not yet able to stand by themselves under the strenuous conditions of the modern world." The tutelage of such peoples is entrusted to Powers which exercise it as mandatories on behalf of the League of Nations.

In accordance with the terms of Article 22, mandated territories may be divided into three classes, according to the degree of civilisation of the inhabitants: A Mandates, comprising countries formerly belonging to the Ottoman Empire; B Mandates, comprising the mandated territories of Central Africa; C Mandates, comprising the former German Pacific Colonies, and South-West Africa.

The Mandatory Powers must render to the Council an annual report with regard to the territory committed to their charge. To examine these reports and to advise the Council on all matters relating to the observance of mandates, a permanent Mandates Commission was appointed, and held its first meeting in October 1921.

In spite of delay in the settlement of certain points which are not within the competence of the League (the negotiations for example, between the United States and the Allied Powers as to the final terms of certain mandates), it has been possible to apply the system of mandates. The Mandatory Powers have declared their intention of administering the territories, pending the Council's final approval of the draft mandates, in conformity with those drafts.

3. ECONOMIC WORK.

In economic matters, the League has already rendered important services, and the fault does not lie with the League if these services have not been much more extensive.

The Labour Conferences.

First of all it endeavoured to assist the progress of international labour legislation; thus, the Labour Conference, held at Washington in 1919, dealt with the eight-hour law; the 1920 Conference, which met at Genoa, devoted itself to the conditions of labour for sailors in the Merchant Marine; the 1921 Conference, which met at Geneva, was concerned with agricultural labour.

Taken as a whole, the drafts adopted by these Conferences constitute an important improvement in the existing situation.*

The Brussels Conference.

In the second place, the League of Nations undertook the investigation of the problems of the financial and economic reconstruction of the world, and proposed what it considered appropriate solutions for those problems. In this connection it convened a Financial Conference at Brussels in September 1920. Thirty-five nations were represented, including some which are not yet Members of the League, as, for instance, the United States and Germany.

After an enquiry into the international financial situation, which had been completely upset by the war, this Conference proposed a number of principles, the adoption of which would hasten the re-establishment of normal economic relations.

The wide publicity given to this Conference, and the reforms suggested to the delegates by complete and thorough discussion, enabled many States to adopt new guiding principles in their financial policy. Further, the work of the Brussels Conference enabled the League to draw up interesting plans for international economic co-operation. One of these plans — called the *ter Meulen Scheme*, after its author, who is a member of the Economic and Financial Committee of the League, — deals with the granting of international credits to States and their nationals who need them to pay for essential imports.

* See the special pamphlets dealing with the work of the International Labour Office.

The Financial Reconstitution of Austria.

The League's plan for the financial reconstitution of Austria included sweeping internal reforms, balance in the budget, a domestic loan and the reform of the monetary standard, together with external assistance supplied by the application of the Ter Meulen scheme. Austria agreed to carry out the fundamental reforms, and has already begun to do so. The success of the League's scheme entirely depends, however, on the willingness of the various Governments to postpone for twenty years their liens on Austria, either in accordance with the terms of the Treaty of Saint-Germain, or as surety for the credits advanced to Austria since the war. All the Governments concerned, with only two or three provisional exceptions, have agreed to postpone the realisation of their securities, but amongst those which have not yet given a reply is Austria's most important creditor; and the latter is not a Member of the League. The scheme cannot be put into final execution until this creditor has given definite assent.

The preparation of the scheme, as far as the League is concerned, was completed several months ago, and the Financial Committee of the League cannot therefore be held responsible for the delay. It may be hoped that, as soon as Austria's most important creditor has given a reply, all other difficulties will be quickly overcome.

This sincere endeavour to restore order in that part of Europe which, from a financial point of view, is most seriously effected, may perhaps herald a general improvement in Central Europe and provide an example to be followed in other parts of Europe and throughout the world.

The Barcelona Conference.

In the third place, the League of Nations has dealt with the problem of communications and transit. A passport conference was convened by the League and met at Paris in October 1920 to consider the means of simplifying the formalities which are at present imposed upon travellers crossing State frontiers. The recommendations made by this Conference, although they were not obligatory, were so strongly endorsed by public opinion that the various Governments have, one after the other, decided to adopt them.

Still more important were the results obtained by the Barcelona Conference — the largest international meeting, with the exception of the two Assemblies, which has been held under the auspices of the League.

After the war, and the various political and territorial changes resulting from the Peace Treaties, the recovery of the exchanges was hindered by differences of legislation and by the formalities of all kinds imposed on international commerce. It was necessary to remove these obstacles and reduce economic legislation for questions of transport to a minimum which could be applied in all countries.

International Conventions were signed at Barcelona on two questions of great importance: that of transport in transit (that is to say, transport which crosses a State but does not start from, and is not destined for, any point within that State); and that of transport on navigable waterways of international concern.

Complete liberty of transit is stipulated in the Convention on transport in transit.

The Convention concerning the regulations for navigable waterways also lays down the principle of complete liberty of navigation with equal treatment for all flags; no special customs duties, taxes, or vexatious dues are in any case to be imposed.

In addition to these two Conventions the Conference adopted a declaration recognising the right to a flag of States having no sea-coast, and made other recommendations concerning ports placed under an international regime.

4. THE HUMANITARIAN WORK OF THE LEAGUE.

The humanitarian work undertaken by the League of Nations is of considerable extent. It is in this field that the League, thanks to the international influence which it alone can exercise, has been able to achieve the most prompt and satisfactory results.

The Campaign against Typhus.

The League of Nations has, from the outset, endeavoured to improve the health situation in Europe, which was gravely endangered by the epidemics following upon the war. The League has, in particular, given every possible assistance to the Polish Government in its campaign against the typhus epidemic which is raging in Eastern Europe. In June, 1920, the Council appealed to the various Governments for contributions, which were promised by fourteen nations. A Committee was established which has since become the Epidemic Commission of the League of Nations. Thanks to its endeavours, and those of the Polish health authorities, the typhus epidemic was successfully checked.

A recurrence and even an increase of the danger has, however, been occasioned by the health situation in Russia. Dr. Rajchman, the Medical Director of the Health Committee of the League, who carried out an enquiry in Russia itself, gave the Council a graphic account, at its last meeting, of the manner in which the reflux movement of hundreds of thousands of refugees from Russia to Poland had already occasioned a recrudescence of typhus. Dr. Rajchman submitted his programme for combating the epidemics. He suggested that the Russian and Polish health authorities should agree upon and jointly carry out essential health measures. It is hoped that a meeting of Russian and Polish technical experts will shortly take place.

But the Polish and Russian Governments appear to be unable to carry on the campaign against epidemics without external aid; they require the assistance of the Commission of the League. The Council has therefore made a further appeal to the Governments which promised financial support to the Epidemic Commission. It has also decided to form a Committee of Experts to conduct an enquiry in the ports of the Black Sea and Eastern Mediterranean and to consider the effectiveness of the measures taken in these ports. A technical conference, convened in London by the League, considered the question of the standardisation of sera. To obtain such standardisation, international co-operation, such as the League of Nations is able to command, is absolutely necessary.

Repatriation of Prisoners of War.

The grave problem of the repatriation of prisoners of war who, in 1920, were still detained in Eastern Europe and Asia, has been successfully solved by the League. Dr. Nansen, the Norwegian explorer, was entrusted with the direction of this work. At the end of 1921 he was able to report that, thanks to the assistance which he had obtained from the International Red Cross Committee and the American Red Cross, the work could be considered as accomplished. Nearly 400,000 men were sent back to their homes at a total cost of about £400,000.

Russian Refugees.

Since then, the Council of the League of Nations has asked Dr. Nansen to undertake the duties of High Commissioner for Russian refugees. Dr. Nansen entered immediately upon the work of assisting these unfortunate thousands, a great number of whom are entirely destitute. Once again, assisted by the Inter-

national Red Cross Committee and other charitable organisations, and supported by the authority and influence of the Council of the League, Dr. Nansen is sparing no effort to establish these refugees in the countries which are willing to receive them, and to find them employment.

The Traffic in Opium.

Measures have been taken to combat and regularise the traffic in opium in accordance with Article 23 of the Covenant, which entrusts the League with the supervision of the Hague Convention on the Traffic in Narcotics. The Opium Commission, which was established for this purpose, invited all States, whether members of the League or not, to ratify the Hague Convention. It drew up a questionnaire in order to collect the most complete information possible concerning the laws at present in force and the measures taken in the various countries against the abuse of narcotics, the practical result of these measures, the production, consumption and traffic in opium and other dangerous drugs. The information thus will provide the Commission with a basis for their recommendations as to the measures which are necessary for the better execution of the provisions of the Hague Convention. In the meantime, the League has invited all Governments to adopt a system of certificates which permits the control of the export and import of opium. The Opium Commission will, at its next meeting, consider the desirability of holding an enquiry to determine the approximate average quantities of raw and prepared opium which are necessary for the various countries. The Commission was also requested by the Second Assembly to extend its enquiries to all harmful drugs, whatever their origin.

Traffic in Women and Children.

An International Conference for the suppression of the traffic in women and children was convened by the League of Nations. This Conference took note of the excellent results of the existing agreements for the suppression of the traffic. It also adopted a certain number of recommendations which have provided the text of a new convention, for which the Second Assembly decided to open a protocol of signature. Up to the present, twenty-six States have signed. Finally, in order to ensure the continuity of all work, whether private or governmental, which aims at the suppression of the traffic, the Council has appointed an Advisory Committee on all international questions concerning the traffic in women and children. This Committee includes nine members representing the Governments and five assessors. The latter will be provided by certain of the principal associations engaged in the campaign against the traffic.

Deportation of Women and Children in Asia Minor.

According to the report of a Commission of Enquiry which was sent to Turkey and the neighbouring countries, a considerable number of women and children in these countries have been seized and taken into captivity. Thousands of women are shut up in Turkish harems, and the children have been placed in Islamic institutions. The Assembly decided that a Commissioner of the League of Nations should be appointed at Constantinople to deal with the question of the restitution of these women and children. The Council, further, at its last meeting requested this Commissioner to carry out an enquiry and submit a report if any new atrocities occurred in Greek and Turkish territory.

This is a rough outline of the work of the League of Nations. The Assembly, the Council, the Committees, and the technical organisations have courageously and successfully grappled with the vast and difficult problems which they have endeavoured to solve. The League has fought against wrongs, either of a physical or moral nature, wherever they have been encountered, and in many directions it has been able to minimise their effects or suppress them altogether.

The League of Nations has inflexible opponents and enthusiastic supporters. It is open to criticism and grateful for praise. By the criticisms and taunts of its opponents it can measure the extent of its imperfections; from the praise and confidence of its supporters it can draw new encouragement for the future and new determination to persevere. It is also open to improvements. In the conceptions which guide it and in the work which it carries out there is neither a rigid dogmatism nor a too conservative timidity. The League is, above all else, an endeavour to create, through international co-operation, and through the objective and detailed study of national interests and sentiments, the true spirit of internationalism, which will facilitate the settlement of disputes and problems arising in Europe and the rest of the world. In pursuance of this object, it follows a course of easy adaptation and gradual evolution.

The work so far accomplished is a promise of its potentialities for the future, when its principles and its system are accepted by all, and its Members avail themselves of its help in all the tasks which it is its mission to fulfil.

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I. Summary of the Month.

A special meeting of the Council was held in Paris towards the end of the month, the agenda including the question of the Genoa Conference, the election of the additional members to the Temporary Mixed Commission for the Reduction of Armaments, and the relief of Russian refugees. The Council also dealt with two other matters,—namely, the constitution of a Consultative Council and an Examining Committee (*Comité d'Études*) in the Saar territory, and the European Anti-Epidemic Conference at Warsaw, the results of which it decided to communicate to the Genoa Conference.

There have been several meetings of the technical organisations of the League. The Financial Committee met in London, the Economic Committee and the Commission on Communications and Transit met in Geneva, and the European Anti-Epidemic Conference summoned by the Polish Government was held at Warsaw under the auspices of the League, which provided the secretariat.

The negotiations on Upper Silesia have made progress; the preliminary session of the Permanent Court of International Justice is drawing to a conclusion; and the Commission of Enquiry in Albania is engaged in drawing up its final report.

II. The League and the Genoa Conference.

The question of some form of League participation in the Genoa Conference came definitely before the Council in the shape of a proposal made by the Italian Government, that the Council of the League should send to the Genoa Conference representatives of the technical organisations of the League for Transit, Economic and Finance questions, together with certain members of the staff of the Secretariat, with the object of lending, if required, the assistance of their knowledge and information to the committees of the Conference.

The Council, having noted this proposal, authorised the Secretary-General to take the necessary steps to provide the Genoa Conference with the technical assistance which might be requested, to the extent permitted by the exigencies of the work for which the Secretary-General is responsible.

M. Bourgeois made a declaration in the name of the French Government recalling that that Government had already announced publicly that it considered the League of Nations should be entrusted, subject to the decision of the Genoa Conference, with the application and execution of the recommendations of the Conference in so far as they concerned matters which the Covenant had confided to the League.

III. The European Anti-Epidemic Conference.

The first all-European conference in which Soviet Russia has taken part was held in Warsaw, March 20th—28th. This was a Health Conference convened by the Polish Government, with the approval of the Council and the help of the League Secretariat and Health Organisation. The twenty-seven powers attending the Conference were Austria, Belgium, Bulgaria, Czecho-Slovakia, Denmark, Esthonia, Finland, France, Germany, Great Britain, Greece, Holland, Hungary, Italy, Japan, Latvia, Lithuania, Norway, Poland, Roumania, Serb-Croat-Slovene State, Soviet Russia, Soviet Ukraine, Spain, Sweden, Switzerland, and Turkey. The Free City of Danzig was also represented. Thus, in addition to Soviet Russia and Ukraine, the remaining three European Powers not members of the League of Nations—Germany, Hungary, and Turkey—took part in this Conference. A further tribute to the international character of the assembly was the fact that German, as well as French and English, was an official language; in practice, indeed, the language most in use. The nationalities of the delegates elected by the Conference as chairmen and vice-chairmen are also catholic: The President of the Conference was a Pole; the two Vice-Presidents, Finnish and French respectively. The Chairmen of the three Committees into which the Conference was divided were British, German, and Italian; the six Vice-Chairmen, Belgian, Czech, Roumanian, Russian, Swedish, and Yugoslav.

The object of the Conference was to draw up a detailed report on the epidemic situation in Eastern Europe, and to submit plans for an international campaign. The reasons that made this Conference seem necessary are as follows: Russia has been ravaged by disease during the last four years, as a result of the mass movements of troops and refugees and the laying waste of whole provinces caused by the war, followed by the breakdown of administrative machinery and economic collapse during the revolution and the ensuing civil wars. The diseases most rife are typhus, relapsing fever and cholera. Of these, the first two may be said to have become pandemic in Russia, and have increased more than thirtyfold as compared with their prevalence before the war. This situation puts a heavy strain on the comparatively small new States that have been formed partly out of what were the western marches of Russia, especially as millions of the population of these States were forcibly evacuated into Central Russia and even Siberia in 1915—16 by the Imperial Russian Armies, and are now returning to their homes. The border States, especially the Baltic States and Poland, are therefore faced by the double task of filtering these masses of re-emigrants through an efficient string of quarantine stations, and finding work and homes for them afterwards. This task has proved such a crushing burden to the border States, and is so obviously a matter affecting the whole of Europe, that as early as 1920 the Council, at the instance of the first Assembly, set up a League Epidemic Commission to assist in the work of fighting epidemics in Eastern Europe.

The Epidemic Commission has cooperated successfully throughout the last year with the Health authorities of Poland, the country which has the longest common frontier with Russia and far the greatest amount of re-emigrants to handle. By last summer epidemics showed a distinct downward trend in both Russia and the border States. In the autumn, however, the effects of the famine on the Volga and in the Ukraine began to make themselves felt, both in setting up new waves of emigration and in increasing the susceptibility to disease of the whole population. The result was such an alarming increase of epidemic incidence in Russia and along the frontier that the Council felt impelled to issue a further urgent appeal to the Governments that had undertaken to contribute to the funds of the Epidemic Commission to pay in the sums promised as the present resources of the Commission are almost exhausted. This in turn led to the convening of the present Conference by the Polish Government, with a view to preparing the ground for a resumption of the international anti-epidemic campaign on a larger scale.

The Conference, which was composed of technical Experts appointed by the different Governments has drawn up a general report, presenting the facts of the situation without rhetoric, but with full recognition of their significance. This report is based on a series of national reports by the delegations present, including those of Soviet Russia and Soviet Ukraine, as well as on the report of the Health Section of the League obtained on the spot in Russia, the report of Dr. Haigh, a member of the Epidemic Commission, who has just completed a prolonged inspection and enquiry in Moscow, Kieff, Kharkov, Odessa, and other chief towns of Russia and the Ukraine, and of Professor Muehlens, head of the German Red Cross in Moscow, who has just come from the famine area.

The Conference furthermore drew up a detailed plan of campaign, estimated to cost a million and a half pounds sterling, for definitely overcoming the menace of epidemics. This plan is divided into (a) immediate measures for checking the spread of epidemics beyond the borders of Russia and (b) a scheme of aid to the Russian and Ukrainian health services as well as those of the border states in an attack on the centres of infection. In this connection the Conference registered its opinion that a purely defensive campaign on the frontiers of Russia would merely prolong the problem indefinitely, thus

causing more expenditure in the end than a decisive anti-epidemic offensive undertaken for the purpose of quelling the epidemics at their source. The payment of the necessary monies for this campaign should be on a scale similar to that for payment of the League budget by members of the League. The Conference also resolved that the execution of these measures and the control of the campaign should be entrusted to the League Health Organisation and Epidemic Commission, and added a rider insisting on the necessity for all States that take part in this campaign being represented on these organisations. The Soviet Russian and Ukrainian delegations alone abstained from voting on this measure and presented instead an amendment asking that this task should be entrusted to a special international commission, on which all the Powers concerned should be equally represented.

Finally, the Conference approved a draft designed to serve as a model for a series of sanitary conventions to be concluded between the central and east European States taking an active part in the anti-epidemic campaign. Such a convention is already being negotiated between Soviet Russia and Poland, and at the Conference the delegations of the Baltic States, Finland, Czechoslovakia, Germany, Poland, Roumania and Russia declared their readiness to begin mutual negotiations immediately, with a view to concluding a series of similar sanitary conventions. The Conference unanimously approved a resolution moved by the Czechoslovak delegation declaring that if disputes should arise between contracting States on points concerning these sanitary conventions, the Health Section of the League should be constituted as mediator but without prejudice to the right of any State to have recourse to a different procedure. The German delegate, Dr. Otto, presented a resolution also adopted by the Conference, insisting on the famine as one of the chief causes of epidemics, and inviting all nations to take part in the campaign against the famine «without which efficient measures against epidemics are impossible».

The Organisation Committee and the Bureau of the President of the Conference sent a telegram to the Council of the League urging the latter to bring the report and recommendations of the Conference to the notice of the forthcoming Genoa Conference, on the ground that this Conference is to deal with European economic reconstruction, and that a successful anti-epidemic campaign in East Europe is an essential preliminary to, and part and parcel of, general European reconstruction.

The Council has authorised its President to communicate the report and recommendations of the Warsaw Conference to the Genoa Conference.

IV. Organisation of the League.

1. THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

On February 14th, 1922, the President of the Lithuanian Republic ratified the Protocol and the optional clause of the Court.

Austria agrees to the same optional clause on condition of reciprocity. The Austrian Republic recognises *ipso facto* and without special agreement in relation to any other Member State accepting the same obligations, the jurisdiction of the Court for a period of five years.

The Preliminary Session of the Court.

The preliminary session of the Court is drawing to a conclusion. Its main object has been to complete preparations for the first ordinary session, which will open on June 15th, 1922.

The Court has drawn up its rules of procedure, which will shortly be published, and has appointed the members of its special chambers.

Under its Statute, the Court must constitute a Chamber of Summary Procedure to hear and determine cases, if the parties so demand. The Statute also provides for two other special chambers, one to deal with labour questions and the other with cases relating to transit and communications.

These Chambers are composed as follows:

The Chamber of Summary Procedure:

M. LODER (President);
MM. WEISS and HUBER (members);
Lord FINLAY, M. ALTAMIRA (deputy-members).

Labour Chamber:

Lord FINLAY (President);
MM. BUSTAMANTE, ALTAMIRA, ANZILOTTI and HUBER (members);
MM. NYHOLM and MOORE (deputy-members).

Transit and Communications Chamber:

M. WEISS (President);
MM. BARBOSA, NYHOLM, MOORE and ODA (members);
MM. ANZILOTTI and HUBER (deputy-members).

The mandate of the judges appointed of the Chamber of Summary Procedure expires at the end of 1922; that of the judges appointed to the Labour, and Transit and Communications Chambers at the end of 1924.

2. AMENDMENTS TO THE COVENANT.

During March, the representatives of the Czechoslovak and Greek Governments signed all the Protocols of the Amendments to the Covenant adopted by the Second Assembly.

The Swedish Minister at Berne signed, on behalf of his Government, the Protocols of the Amendments to the Covenant dealing with Articles 4 (Election of the non-permanent Members of the Council), 6 (Allocation of the expenses of the League), 12, 13, 15 (Arbitration procedure and judicial settlement of international disputes), 16 (Economic Blockade). The Protocols of the Amendments to Article 26 (Ratification of Amendments to the Covenant) had been signed by the Swedish delegate during the Second Assembly.

The Norwegian Government deposited at the Secretariat the instruments of ratification of 14 Protocols of Amendments to the Covenant adopted by the Second Assembly.

3. REGISTRATION OF TREATIES.

During the last month several international conventions were communicated by the Contracting Parties to the Secretariat for registration and publication. Thus, the German and Polish Governments transmitted the texts of three Conventions concluded between them. The first, which was signed at Berlin on November 9th, 1919, deals with the provisional settlement of questions relating to government officials; the second, signed at Posen on September 2nd, 1920, deals with the transfer of judicial administration; the third, signed at Berlin on February 12th, 1921, is a Convention completing the Germano-Polish Treaty of October 1st, 1919, and deals with the release of prisoners in custody and the granting of an amnesty.

The Lithuanian and Polish Governments have forwarded for registration an Amnesty Protocol concluded under the auspices of the Military Control Commission of the League of Nations, signed at Kovno on November 29th, 1920.

The Secretariat has also registered an Exchange of Notes between Spain and Poland regarding the provisional regulation of commercial relations between the two countries.

Lastly, a Convention, signed at The Hague on December 1st, 1921, which deals with the application of the Extradition Convention concluded between the former Austro-Hungarian Monarchy and the Netherlands, signed at Vienna, November 24th, 1880, was forwarded for registration by the Governments of Austria and the Netherlands.

4. INTERNATIONAL BUREAUX.

a) The International Hydrographic Bureau.

The *International Hydrographic Bureau*, which was formally established at Monaco in July 1921 and which is the first "public" international bureau to be taken under the direction of the League of Nations, has announced the adhesion of the Government of the United States of America. The Italian Government's contribution to the Bureau confirms Italy's full adhesion.

The participation of these two States completes the association of all those which were represented at the International Hydrographic Conference in London, 1919.

b) International Organisations.

The Secretariat of the League of Nations has just published a Handbook of International Organisations, containing a short description of such international bureaux, committees, associations, etc., as could be identified. For some years before the war there had been a steady increase of international organisations of all kinds and of varying degrees of importance, ranging from the Universal Postal Union in Berne, the scientific body of the International Bureau of Weights and Measures in Paris, the International Institute of Agriculture in Rome, to the International Union of Dancing Masters' Societies and the International Association for the Eradication of Rats. Altogether there were about 500. But during the war a large number of the organisations disappeared. There are now over 300 of them still in existence, some very active, others slowly regaining their place in international life. Most of them are certainly of a very interesting character and have done a great deal in bringing nations and peoples together.

The trouble has been that these organisations were so little known. Up to the present the only more or less complete account of them was compiled by the Union of International Associations in Brussels, under the title "*Annuaire de la Vie internationale*", published in 1909—10 and again in 1911—12. It was voluminous and specialised and many of the organisations mentioned in it are now extinct. Hence the need of a new compilation has been felt and the Handbook now issued by the Secretariat furnishes the latest information on some 313 international organisations scattered all over the world, giving for each its seat, date of foundation, object, direction, members, finance, activities, etc. The general introductory statement on the League is printed in English and French, and the rest of the book is in French. Being the only publication of its kind, it should be of considerable value to many who are interested in international affairs.

5. THE REDUCTION OF ARMAMENTS.

The Council, in an extraordinary session held in Paris from March 24th to 28th, discussed the question of the reduction of armaments, and M. Quiñones de León, representative of Spain, presented a report on the work of the Temporary Mixed Commission for the Reduction of Armaments.

The Second Assembly and the Council had decided, he said, to institute a statistical enquiry on the armaments of the different countries; this enquiry, based on official and public documents, constitutes a first necessary step for determining the elements of fact indispensable for any attempt at reduction. Definite proposals with a view to the reduction of armaments have already

been presented in the shape of a plan by Lord Esher. This, together with another proposal by Captain Segrave, will be discussed by the Commission at its next meeting.

While awaiting the results of the statistical enquiry, and before any conclusions can be arrived at on the proposals of Lord Esher, the Council, on whom rests the responsibility of presenting all plans for the reduction of armaments to the different Governments, is of the opinion that the time has come to ask each Government to furnish it with the considerations which it deems advisable to present, having regard to the exigencies of its national security, its international obligations, its geographical situation, and its special conditions.

In the *exposés* of the Governments the Council will find the elements for appreciating the particular situation of each State in relation with the general situation.

The Assembly had decided to entrust the Temporary Mixed Commission with the task of preparing the general lines of a plan for the reduction of armaments; with this object in view it had asked the Council to strengthen the Commission in order to enable it to carry out its duties. It was absolutely necessary for this Commission to obtain the co-operation of persons eminent in the economic and political field, as well as of military experts. The Council selected the seven following persons:

M. Gustave ADOR, (Switzerland);
 Lord Robert CECIL, (Great Britain);
 M. NITTI, (Italy);
 M. HONTORIA, (Spain);
 M. LEBRUN, (France);
 H. H. Prince SAPIEHA, (Poland);
 M. URRUTIA, (Colombia).

Having thus strengthened the Temporary Mixed Commission, the Council requested it to have a further meeting as soon as possible. "The reduction of armaments", said M. Quiñones de León, in conclusion, "is a vast and complicated problem, the solution of which must be pursued by methodical and patient studies; it can only be found by a common and sincere effort, which never loses sight of general aspirations and which takes account of realities."

6. ESPERANTO ENQUIRY.

The Secretariat of the League of Nations, acting upon the instructions of the Second Assembly, is conducting an enquiry into the use of Esperanto as an international language. In this connection it has sent a questionnaire to the Governments and to the national Esperanto associations of all States Members of the League, for the purpose of obtaining information on the results of their experience in this matter.

Replies have been received from the Governments of South Africa, France, Norway, Roumania, Switzerland and Czechoslovakia.

V. Technical Organisations

1. THE PROVISIONAL HEALTH ORGANISATION.

a) The Bulletin of Epidemiological Intelligence, No. 2.

The epidemiological information service set up by the Health Committee of the League of Nations has just published a second bulletin. The Monthly Summary No. 9 of 1921 announced the appearance of the first volume of epidemiological information, dealing with the health situation in Eastern Europe in 1921. The present issue

contains a special article on the epidemics in Russia since 1914 in the form of a report presented to the Health Committee of the League by Professor L. Tarassevitch of Moscow.

It is essential that the European medical world should be informed of the terrible epidemics which have raged in Russia for the last four years and which constitute a permanent menace to Western Europe. A first condition of concerted action—which alone can master the scourge—is the possession of complete, regular, and reliable information on the origin, spread, and extent of the epidemics. For these reasons Dr. Rajchman, Medical Director of the Health Organisation of the League, decided to entrust the preparation of the second volume of epidemiological information to Professor L. Tarassevitch, one of the outstanding individualities in Russia, both by reason of his personal studies in epidemiology and by reason of the position he holds in the Health Department of the Soviet Government. He is President of the Institute of Control of Sera and Vaccines, and of the Governing Council of the Scientific Institute of Public Health; in these capacities Professor Tarassevitch has been at pains since 1914 to collect the most accurate information and statistics available in regard to the epidemics which in Russia are the normal result of wars.

These statistics are reproduced in the eleven tables of the new publication. They are accompanied by a short explanatory note by Professor Tarassevitch and followed by charts showing in a clear form the results which can be deduced from the figures.

These figures are necessarily incomplete and, as Professor Tarassevitch explains, they must be modified by a "coefficient of correction" varying according to the epidemics, the localities and the periods of time; this coefficient is fixed by the most optimistic calculations at from 2 to 3 and by pessimistic calculations at more than 5. Two of these figures will give an idea of the extent of the multiple epidemics (typhus, recurring fever, small-pox, cholera, typhoid fever, influenza, etc.) which have spread in Russia "in a manner recalling the great epidemics of the past, which were believed to have disappeared for ever from the history of the civilised world"; the number of cases of typhus for the last four years must be estimated at 25—30 millions—that is to say, from 20 to 25 % of the population of Russia—and the mortality is estimated at from 2½ to 3 millions.

Professor Tarassevitch draws attention to the large number of victims among the Russian medical corps. In 1919 one-third of the army doctors were affected, and of this number 19.67 % died.

b) The Periodical Reports published by the Health Section.

The Health Section of the League is continuing to publish periodical reports on the health situation in Eastern Europe. The most recent of these reports appeared on March 22nd.

The information received since February shows that the situation, as regards both epidemics and famine, is tending to grow worse.

In Soviet Russia, typhus is increasing in the Eastern and Northern governments (where the famine is at its worst) and in Central Russia. Relapsing fever is spreading in the governments of Tambov and Voronezh, and in the governments of Samara, Saratov, and Oufa, which are famine centres. Cholera was reported in the Tambov government on February 22nd and in the Ekaterinoslav and Saratov governments on March 7th.

At Moscow, although typhoid fever and dysentery are decreasing, a few cases of cholera have been reported and there has been a sharp increase in typhus. The spread of relapsing fever can only be compared to the epidemic of typhus in 1918, the most serious epidemic on record during recent centuries.

There has been a very considerable increase of typhus in the Ukraine 4340 cases in November 1921; 6996 in December; and 11,575 in January 1922.

In White Russia, the mortality from infectious enteritis, of which numerous cases have been reported, is 100 per cent. Plague has been officially reported in the Saratov government.

As regards the countries outside Soviet Russia, the Health Section's reports provide the following information:

In Latvia, 288 cases of typhus, 108 cases of typhoid fever and 28 cases of relapsing fever were reported in January; at Constantinople, smallpox is assuming serious proportions; in Poland, the cases reported during the five weeks ending February 4th (provisional figures) are as follows: 7996 of typhus, 8094 of relapsing fever, 3000 of typhoid fever, 300 of smallpox. These figures are double those for the previous weeks.

As regards the famine, a few figures will suffice to show the extreme gravity of the situation.

In the Ukraine, the most fertile governments were the most seriously affected by the drought of 1921. For the population of these governments (9,633,400 inhabitants, including 4,930,800 children) the monthly ration of bread has fallen to 1 kg 700 a head.

In the Crimea, 200,000 out of a total of 732,000 inhabitants were suffering from the famine in January last.

As was shown in the previous reports of the Health Section, the principal cause of the spread of epidemics, apart from the physical exhaustion of the population by the famine, is still to be found in the continuous movement of emigrants fleeing from the famine-stricken or infected districts, and spreading on their way the contagion which they carry, or infecting themselves anew in the trains and stations.

At Moscow, where emigrants continue to pour in without interruption, 10,000 to 12,000 persons were crowded together in the Kasan station in February; hundreds of corpses were removed every morning.

A report by the Relief Committee of the Society of Friends gives an idea of the hospital situation in the famine-stricken districts.

At Bazuluk (Samara government), in the typhus hospitals, men, women, and children are crowded together without discrimination, six or eight to a bed, dead and living side by side. In the children's hospitals, typhus and famine patients were put together; 50 per cent of them died.

One particularly grave fact has been reported. In White Russia, enormous numbers of refugees have sought shelter in the forests along the frontier and are now proceeding towards Poland. Nothing further is known of them, either as regards their numbers or their condition of health.

Medical aid is doing its utmost in the immense districts affected by the double scourge, but the hospitals are overflowing, medical supplies and fuel are lacking, and food is insufficient.

2. THE ECONOMIC AND FINANCIAL COMMISSION.

a) Sixth Session of the Financial Committee.

The Financial Section of the Provisional Economic and Financial Committee held its sixth session in London from February 23rd to March 1st. Mr. Marcus Wallenberg (Sweden) was elected chairman.

In the course of the Session, the Committee drew up the terms of reference to be given to the Subcommittee of experts appointed to deal with the question of double taxation, and drafted a report to be submitted to the Council on the work accomplished up to date by the International Credits Organisation. The Committee also adopted a resolution concerning the possibility of an International Agreement on the subject of lost, stolen, or destroyed securities, and approved the report of Messrs. Avenol and Janssen on the financial situation of the Free City of Danzig, of which a detailed statement is given under a separate heading.

b) The Reconstruction of Austria.

The action of the Financial Committee of the League in the matter of Austria has been described in previous issues. It will be remembered that the examination of Austrian finances undertaken by the Financial Committee at the request of the Supreme Council, led to an agreement between the Committee and the Austrian Government on a plan of financial reform to be instituted by Austria. The execution of this plan has been delayed solely by reason of the difficulties in obtaining the suspension of the liens upon Austria which arise out of the claims of several Governments for Reparations and Relief Credits. In the work of obtaining this suspension from the seventeen Governments concerned, the Financial Committee, through its individual members, has played a very large part. But progress is slow, and the grant of certain interim credits to Austria appeared to give an opportunity of immediately beginning the financial reforms proposed by the League. These credits are advanced, or are under consideration, by the British, Czechoslovak, French, and Italian Governments, and the two former Governments invited the Financial Committee to consider the appointment of a financial adviser in co-operation with the Austrian Government in order to assist in the execution of the financial reforms.

This request formed one of the subjects of the agenda for the sixth session of the Financial Committee which was held in London from February 1st to March 3rd. Wishing to collaborate fully with the Austrian Government, the Financial Committee invited the Austrian Minister of Finance to attend its meeting or to send a representative in order that they might hear the views of the Austrian Government regarding the appointment of a financial adviser and the way in which the latter should carry out his task. Dr. Grimm, former Minister of Finance, and Dr. Patzauer, of the Finance Ministry, were present at the meeting as a result of this invitation.

The Financial Committee asked them whether the Austrian Government would welcome a financial adviser of the League of Nations, pointing out that an adviser nominated by the Committee would exercise a moral authority independent of the lending Governments and of the financial groups which might make loan to Austria in the future. In assisting the Austrian Government, he would therefore be able to ensure that no political or financial end was served outside the interests of Austria herself.

The Austrian representatives replied that their Government hoped that, thanks to the credits granted by the English, French, Italian, and Czechoslovak Governments, it would be able to pursue the execution of the financial reforms planned in agreement with the Financial Committee. They added, however, that despite their importance, these credits would not be sufficient to achieve the work started by the Austrian Government. The carrying out of the present programme would necessitate difficult negotiations with the political parties of Austria and would involve great sacrifices on the part of all classes. In face of these difficulties, the Austrian Government informed the Committee that it did not believe the moment opportune for the appointment by the League of Nations of a financial adviser. The Government, however, attached great value to its relations with the Financial Committee, and asked whether the Committee would consider the appointment of a permanent representative at Vienna to keep the Committee informed of the progress made in the execution of the financial programme. The Government would hold itself at liberty to consult this representative and to follow his suggestions. The difficulties which would result from the formal control of the League of Nations would thus be avoided.

In view of this declaration, the Financial Committee decided that it was not at present in a position to make the appointment suggested by the lending Governments and resolved to ask the Council of the League of Nations to communicate this decision to these Governments.

The Committee informed the Austrian representatives that it would receive with the greatest interest information on the situation in Austria, but did not think the appointment of a permanent representative at Vienna necessary for this purpose.

Finally, the Committee received a request from the Austrian Government to declare its willingness to include the Czechoslovak credit in the general credit arrangements of their programme, in order that the State assets which will be taken as security by the Committee under this programme might also serve as security for the Czechoslovak credits. The Committee was of the opinion that this question should be examined as soon as the liens on Austria had been suspended, and the conditions attached to this suspension were known.

c) The Fourth Session of the Economic Committee.

The Economic Section of the Economic and Financial Committee held a Session in Geneva from March 24th to 25th under the presidency of M. Fernand de Wouters d'Oplinter (Belgium), in the course of which five questions of exceptional importance were considered: — reciprocity of treatment of the branches of foreign banks in different countries; unification of bills of exchange; arbitration clauses voluntarily inserted in commercial contracts between citizens of different States; unfair competition; and the equitable treatment of commerce.

Reciprocity of treatment of foreign banks. — The Committee was of opinion that this question, raised at the Brussels Financial Conference, was bound up with that of the position of undertakings and companies in foreign countries, and that it might be embodied in that of the equitable treatment of commerce, which was also included in the agenda.

Unification of legislation on bills of exchange. — The unification of legislation on bills of exchange had been before the war the subject of two Conferences held at the Hague in 1910 and 1912. The war prevented any practical effect being given to the work of these Conferences.

The Committee was of opinion that it would be advisable to hold a new Conference in the autumn of 1923 with the object, if not of unifying legislation on bills of exchange, in which are included cheques and promissory notes, at least of introducing as much uniformity as possible into the principles governing legislation on this matter. The Secretariat of the League, assisted by experts, should be entrusted with the preparatory work of this Conference.

Arbitration clauses voluntarily inserted in commercial contracts between citizens of different States. — The Committee considered the question of the validity, from an international point of view, of arbitration clauses voluntarily inserted in commercial contracts between citizens of different States.

The difficulty is due to the fact that in cases of disagreement over the execution of a contract, one of the parties occasionally submits the matter to the Courts of his own country, without considering the arbitration contract concluded with the citizen of another country. Certain judicial decisions have quite recently called attention to this question, of which the International Chamber of Commerce has pointed out the considerable importance, and which continues to arouse the most widespread interest in the commercial world.

The Committee recognised the great practical value of arbitration clauses, which avoid law-suits and favour commercial honesty. But the recognition of their validity by the various jurisdictions, by means of a general convention, encounters serious difficulties of a legal character. It will therefore be advisable to proceed to a careful preliminary study of the question, both from a legal and commercial point of view.

This last consideration induced the Committee to decide that the preliminary study should be entrusted to a subcommittee of six experts — three eminent jurists and three qualified representatives of the commercial world chosen in

such a manner as to represent the various commercial systems of the world—to whom would be added, in an advisory capacity, a “corresponding member” belonging to one of the South American Republics.

Unfair competition. The Economic Committee discussed the measures to be taken with a view to extending and amending the International Conventions on the protection of industrial property and on the repression of false declarations of origin, with the object of more effectively securing the protection of legitimate trade against unfair competition.

The question arises in the following way: Twenty-eight States have adhered to the Madrid Convention on Industrial Property, amended in Washington in 1911, and ten States have ratified the agreement for the repression of false declarations of origin, known by the name of the Madrid Accord, which was also amended in Washington in 1911.

The Committee deems it desirable that all important States should adhere to the general Convention, and that the Madrid Agreement should receive as many adhesions as possible. Furthermore, it suggested certain improvements to the two existing Conventions on the following points: measures for the effective protection of persons who have suffered prejudice through unfair competition, including the right of instituting legal proceedings; the extension of the meaning of the words “unfair competition” to the illicit use of trade marks, etc., to false declarations of origin, especially if given with criminal intent, etc., to the prohibition of illegally registering or imitating private or official trade marks; the submission of conflicts arising between contracting States on the interpretation of the Convention to a competent Court of Law, etc.

The discussions of the Committee showed a special interest on the question of agreements on regional denominations, which might be extended not only to vintage products, but also to all other products whose peculiar qualities are derived from a soil or a climate possessing special characteristics. It also appeared important to specify that all new measures undertaken in connection with false declarations should not aim at strengthening customs barriers.

For the realisation of these various recommendations the Economic Committee considered it advisable to have them included in the agenda of the next periodical Conference of the Union for the Protection of Industrial Property. This Conference is to meet at The Hague about the end of 1923.

Fair treatment of commerce. The Council of the League, in September 1921, had invited the Economic Committee to present a report on the meaning of the provisions concerning “the equitable treatment of commerce by members of the League” contained in Article 23 (e) of the Covenant¹.

This question was one of those for which it was most difficult to find a complete solution, in view of the vastness of the problem, the novelty and complexity of the world situation resulting from the war, and the considerations of various kinds which must be taken into account, the most important of which is the monetary crisis.

The Committee considered that the task entrusted to it by the Council was not of a theoretical, but of a practical character, and did not consist in attempting to produce an academic definition of the “equitable treatment of commerce”, but in discovering what practical obligations were imposed on Members of the League by Article 23 (e) of the Covenant. The Committee first of all agreed that the clause in question implied the duty of suppressing, in

¹ The text of the Covenant alluded to by the Resolution of the Council:

“Subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon, the Members of the League . . . will make provision to secure and maintain . . . equitable treatment of commerce of all Members of the League. In this connection the special necessities of the regions devastated during the war of 1914—18 shall be borne in mind.”

every form, unfair competition capable of causing prejudice to Members of the League. A general international agreement in this connection is possible, either by means of a new Convention, or by amending existing Conventions. The precise and practical solution adopted on this point is set forth in the Report on Unfair Competition.

One of the first aspects of the problem therefore appears to have been settled.

The decisions which followed immediately brought out the fact, unanimously realised by the Committee, that while the application of the principle of equitable treatment might appear desirable, any actual attempt to establish a general Convention on the question as a whole would be premature. The Committee, however, desiring to arrive at a practical solution as soon as possible, noted that certain aspects of the problem admitted of partial solutions, and that, while awaiting the possibility of realising an international Convention, certain special points might form the subject of bilateral or regional agreements.

The study of these special points has been entrusted to a subcommittee of six members, who are to set to work at an early date and furnish a report to the Committee. The latter will study the result of the work of the subcommittee and consult the Financial Section and the Transit Commission of the League on the points coming within the province of these two organisations. The Economic Committee hopes in these circumstances to be in a position soon to present a report to the Council containing practical recommendations on this question.

3. SECOND SESSION OF THE ADVISORY AND TECHNICAL COMMISSION ON COMMUNICATIONS AND TRANSIT.

The meeting of the Advisory and Technical Commission on Communications and Transit opened on March 29th in Geneva, and is still proceeding. It has a great deal of business to transact.

Railway Traffic. The agenda includes the examination of the draft general convention on the International Regime of Railways, which the League of Nations, under Article 379 of the Treaty of Versailles, and in conformity with the recommendations of the Barcelona Conference, is called upon to prepare within a period of one year. It also includes certain other questions relating to sleeping-car traffic between countries of Central Europe, and the question of summer time in connection with railway services.

Water Transport. Under this heading comes the question of unifying the regulations governing maritime tonnage-measurement, with particular reference to the differences in interpretation which are so often a matter of inconvenience in the shipping world, and also of unifying the tonnage-measurement regulations for inland navigation. The latter unification, which has for some time been an accomplished fact in Western Europe, is rendered necessary by present-day technical developments, which tend towards a European system of inland navigation. Finally, the Commission is considering the possibility of unifying commercial private law regarding inland navigation, at least in respect of large navigable waterways of international concern.

Navigation by Air. The question here is the establishment of relations with the International Commission for Navigation by Air, provided for in the Convention of 1919, and also certain aspects of a problem with which this Convention did not deal—the co-ordination of commercial private law regarding air traffic, with a view to obviating any serious discrepancy between the laws of the various states.

• *Road Transport.* A request for the institution of an international driving licence is being brought before the Commission.

General Questions. The agenda also includes various general problems applying to all kinds of transport—the concession of hydro-electric power between countries; equitable treatment for commerce, a subject which has also been brought before the Economic Section of the League—in so far as it affects transport and the collaboration of the Transit Committee is necessary; the possible desirability of a reform of the calendar, in so far as this question may affect transport.

The Advisory Commission is also dealing with the present state of the questions under consideration. In particular, it will examine the progress achieved since the Conference on Customs Formalities and Through Tickets, held at Paris in October 1920, under the auspices of the League of Nations. It will take note of the highly satisfactory replies received from various Governments on this subject, and will inquire into the effect given to the Conventions and Recommendations of the Barcelona Conference on Freedom of Transit and Communications.

VI. Administrative Questions.

I. THE FREE CITY OF DANZIG.

a) Appeals against Decisions of the High Commissioner.

The texts of appeals of the Governments of the Free City and of Poland (*Monthly Summary*, Jan. 1922) have now reached the Secretariat and will be placed on the agenda for the next meeting of the Council.

b) Financial Situation of Danzig.

In accordance with a decision of the Council of September 16th, 1921, a delegation from the Financial Committee of the League of Nations, composed of M. Avenol and M. Janssen, went to Danzig to carry out an enquiry on the financial situation of the Free City.

This delegation presented its report to the Financial Committee at its meeting in London last February. The Committee, which adopted the report, considers it would be desirable for the Allied Powers to find means to modify the charges arising out of the occupation of Danzig; however, it does not believe that this burden exceeds the Free City's ability to pay so long as sufficiently radical measures are applied with the object of increasing the financial resources of the State. On the other hand, the Committee is of opinion that payment for the whole of the value of the German property ceded to the Free City would constitute such a charge on the finances of Danzig that it would make it extremely difficult to carry out credit operations.

The Committee, therefore, is of opinion that there are grounds for recommending to the Allied Powers that certain facilities be granted to the Free City in this direction, at the same time considering that, if relief is accorded to Danzig, it should only be done with a view to assuring its future and not to covering budget deficits. It is for this reason that the Committee proposes that the Council of the League of Nations should approach the Allied Governments only under the condition of sufficient guarantees to assure the balancing of the budget. The Committee thinks that these guarantees might consist more particularly in the production of a reasoned plan of economies and of balancing of the budget.

In any case, concludes the Committee's Report, the Council should certainly inform the Free City that the League of Nations cannot act as an intermediary for the granting of credits, and that its role must be confined to the improvement of the fundamental conditions upon which every operation of this kind necessarily depends.

2. THE SAAR.

a) Decree for the Constitution of a Consultative Council and an Examining Committee.

In order to create close contact and collaboration between the Governing Commission of the Saar and the population of the territory, the Commission has recently promulgated a decree dated March 24, providing for the constitution of a Consultative Council and an Examining Committee (*Comité d'Étude*), which will be formed within the next three months.

The Council of the League, at its meeting in Paris, took note of this decree, of which the principal provisions are as follows:

The *Consultative Council* will be composed of representatives elected by the territory as a whole, for a period of three years. It will be called upon to give that advice, which, by the terms of the Peace Treaty, the Governing Commission is required to obtain from the elected representatives of the population before proceeding to any modification of laws at present in force, or of taxes other than customs duties. It will consist of 30 members elected by universal suffrage on a secret vote, and according to the principles of proportional representation. Those eligible for election, without distinction of sex, are persons over 25 years of age and of Saar residence and origin, and holding no elective and public positions outside the Saar territory. The President of the Council will be appointed by the Governing Commission from among the inhabitants of the Saar eligible for the Council. Any discussions or decisions of the Council other than those submitted to it under the stipulations of the Peace Treaty, will be null and void. The budget established for each period will be communicated to the Consultative Council, which will be summoned by the Governing Commission. Each member of the Governing Commission will be able, for the business with which he is concerned, to appoint one or more representatives of the Commission to present and discuss before the Consultative Council the matters which are submitted to it. The Council will meet at least once every three months, and the President and members will receive an annual allowance.

The *Examining Committee* will be composed of at least eight members, appointed by the Governing Commission from among persons of the Saar population chosen for their qualifications and carrying on no elective or public functions outside the territory. They will be appointed for one year. This Committee will give technical advice on all questions which are submitted to it by the Governing Commission.

The Council of the League of Nations congratulated the Governing Commission on the liberality of the initiative which it has just taken with the object of associating the population more closely than hitherto with its governing and administrative work. The Council is of the opinion that the provisions of the decree provide for profitable collaboration between the Governing Commission and the inhabitants, and that they are in conformity with the provisions of the Peace Treaty, since they do not abate in any degree the governing powers of the Commission.

The establishment of this collaboration implies a political programme which, in its turn, must require continuity of action on the part of the Governing Commission. It has therefore seemed necessary to the Council of the League to give to the Commission and to its members greater stability than they have hitherto had. It has decided to give the Commission the assurance that its mandate will be renewed on two further occasions, that is to say, up to the beginning of the year 1925, at the same time strictly reserving all rights of annual nomination which the Council holds under the Peace Treaty.

b) Voting lists for the Plebiscite.

In a memorandum which was circulated to the Council last December, certain political parties of the Saar Territory asserted that the lists of persons

entitled to vote at the time of the plebiscite provided for in the Peace Treaty, could be drawn up at the present time in complete and accurate form, but that in a few years this would become impossible. The Governing Commission, in its 10th Report, stated that it was in no sense a plebiscite commission, and that the task of drawing up lists of voters for the plebiscite could only be carried out under the order and according to the instructions of the Council of the League of Nations.

The Council, at its meeting in Paris, entrusted one of its members, Mr. Wellington Koo, with the duty of presenting to it, at a later session, proposals regarding the precautionary measures to be taken in view of the necessary preparation by the Council, which will supervise the plebiscite, of the lists of people who have the right to vote in the plebiscite.

c) Reduction of French Troops.

During its session last June the Council asked the Saar Governing Commission to give, in its periodical reports to the Council, detailed information regarding the reduction of French troops and the development of the local gendarmerie (*Monthly Summary* No. 6, 1921).

In a special report of August 31st, 1921, the President of the Commission informed the Secretary-General that a reduction had been effected, and supplementary information has just been sent by the Secretary-General of the Commission.

On February 1st, 1920, following the demobilisation and reorganisation of the French Army of the Rhine, the 127th Division, which had hitherto been employed for the occupation of the Saar, was reduced to 10,020 men, of whom 7977 were available for duty; on July 15th, 1920, this division was disbanded and replaced by a detachment of all arms, called garrison troops of the Saar, composed of 7233 men, of whom 5138 were available for duty; since then, up to February 1st, 1922, the composition of the troops in the Saar has again been modified and the number reduced to 4509, of whom 2736 are available for duty.

Attached to this information is a plan showing that the total number of troops and police, which experience has shown to be necessary for the maintenance of order in the Saar, is 7750 men.

The statement is given in detail in the April number of the Official Journal.

3. GERMAN MINORITIES IN POLAND.

The last number of the *Monthly Summary* reported that the Council Committee examined on January 14th a question concerning certain petitions from the Germanic League (Deutschtumsbund) in Poland, and that the Polish Government had decided that it would only proceed to the expulsions of the families in question step by step and in no case before May 1st, 1922.

The report of the Committee, composed of M. Hymans, the Marquis Imperiali and Viscount Ishii, was submitted to the Council at its last session. It related that the Committee had begun the examination of the detailed observations regarding the petition of the Germanic League which the Polish Government transmitted to the President of the Council of the League of Nations on January 24th, 1922. These petitions deal with important and complicated questions, and the Committee was of the opinion that it would perhaps be advisable for the Council to request the Polish Government to postpone the execution of all measures regarding the expulsion of these colonists to a later date, as, for example, October 1st, 1922.

In order to explain the legal and political aspect of the matter, the Polish representative, M. Askenazy, who had been asked to come to the Council table, submitted to the Council a detailed memorandum. As to the Council's

suggestion that the Polish Government might postpone the execution of all measures regarding the expulsion of the colonists to a later date, M. Askenazy declared that he would support it and bring it without delay to the knowledge of his Government, which would no doubt endeavour to conform to it as far as possible.

VII. Political Questions.

I THE NEGOTIATIONS ON UPPER SILESIA.

The German-Polish Conference to prepare the Convention on Upper Silesia continued its work throughout March. It has been faced with difficulties both of form and substance.

Questions of form were referred to a Drafting Subcommittee, which was instructed to prepare a French text in definite legal shape. It had to use as a basis German texts, which were particularly difficult on account of the novel nature of the legal questions raised. When it is remembered that the Convention has to make allowances for the numerous and complex aspects of life in Upper Silesia, and that the agreement under discussion will include more than 500 articles, the drafting alone will explain the comparative slowness with which the work of the German-Polish Conference has had to proceed.

As regards the substance of the question, the Conference has had to contend with difficulties inherent in the problems which it has to solve. Its aim is to arrive at a Convention which will in a certain sense be a Constitution for Upper Silesia. It has to establish a regime which for fifteen years will govern the whole economic, and, in some respects, even the political, life of Upper Silesia. It has to provide an immediate solution for complex problems such as those raised by the railways, the mines, and the relations between employers' and employees' syndicates, and also for serious questions relating to minorities and to rights of nationality and domicile.

Agreement has been reached without undue delay on almost all points. When, at the request of the President of the Conference, the two Delegations submitted, on March 13th, memoranda summarising the questions on which it had not been possible to arrive at agreement, only three points remained in dispute the liquidation of German property and interests in the territory of Upper Silesia which had been allocated to Poland; the application to Polish Upper Silesia of Article 256 of the Treaty of Versailles (transfer to Poland of property belonging to the Prussian State); and, finally, certain questions with regard to the protection of minorities.

In order to solve these questions, M. Calonder, President of the Conference, gave the Plenipotentiaries a choice between a procedure of mediation, tho which recourse would be had at their request, or the arbitration which he was entitled to exercise in virtue of the decision of the Conference of Ambassadors. The Plenipotentiaries having chosen the first method, the last two series of questions were settled by agreement between the parties. The question of liquidation was dealt with at a public meeting held on March 23rd at the seat of the Secretariat of the League of Nations. This meeting opened the procedure of arbitration by which will be settled the question of liquidation, as well as some minor points in connexion with minorities.

2. THE ENQUIRY COMMISSION IN ALBANIA.

The League of Nations Commission in Albania has returned in order to report on its mission. In spite of the changes in the Albanian Government at Tirana, in December last, there was no bloodshed during the period of the enquiry.

The Commission has had every reason to be satisfied with its relations with the Albanian and the Yougoslav authorities, who have duly fulfilled all engagements arising out of the decision of the Conference of Ambassadors. The Commission was well received by the Greek military authorities on the Southern frontier of Albania, and it acknowledges the courtesy of the Italian authorities, who placed at its disposal all the means of communication they possess in Albania, which is not yet a member of the Universal Postal Union.

The report which the Enquiry Commission is drawing up will suggest methods to assure the future peace of Albania and to promote the development of the country. One of the members of the Commission is expected to return to Albania for a short period, so as to be able to supply up-to-date information to the Council at its next session.

The Belgrade government recently informed the Secretary-General that it has recognised the Albanian Government and is sending a diplomatic representative to Tirana.

3. THE POLISH-LITHUANIAN DISPUTE.

The various terms of the Resolution on the Polish-Lithuanian dispute adopted at the sixteenth Session of the Council are being put into force 1).

The Council requested the Military Commission of Control before its withdrawal to enquire into the arrests of Lithuanians and White Russians at Vilna. With the co-operation of the Polish Government, the Commission has succeeded in securing the release of the prisoners, but the majority of them (33 out of 45) have been conducted to the borders of the neutral zone and expelled from the country where they were domiciled. The President of the Council has asked the Polish Government to use all its influence to obtain permission from the authorities of Vilna for these expelled persons to return to their homes.

The Council has obtained information with regard to the bad health conditions of persons belonging to the Polish minority in Lithuania, who are detained in the prison of Kowno; and the President of the Council has asked the Lithuanian Government to consider the possibility of releasing these prisoners, unless they can be lodged under better hygienic conditions.

With regard to the neutral zones 2), the president of the Council has informed the two Governments of his desire that they should endeavour to arrive at a mutual agreement concerning the line of demarcation recommended by resolution of the Council.

The Lithuanian Government having lodged a complaint to the effect that the neutral zone had been violated by Polish troops, the Council sent a telegram to the Polish Government reminding that Government that the neutral zone still exists, and must be respected, until such time as the Council may have arrived at a final settlement.

With regard to the establishment of diplomatic and consular relations between Poland and Lithuania, the President of the Council received on March 9th a letter from the Minister of Foreign Affairs of Lithuania, in which it is stated that:—

“the Lithuanian Government feels that it must make the resumption of both direct and indirect diplomatic and consular relations with Poland depend upon the previous re-establishment of the *statusquo* created by the Conference of Suwalki of October 7th, 1920, and upon the remedying of the consequences following its violation by the Polish General Zeligowski.”

1) See *Monthly Summary*, Volume 2, No. II, page 16.

2) See *Monthly Summary*, Volume 2, No. II, page 38.

VIII. Humanitarian and social Questions.

I. RUSSIAN REFUGEES.

a) The Work accomplished by the League High Commissioner.

Dr. Nansen, High Commissioner of the League of Nations for Russian Refugees, has presented a general report on the work accomplished up to March 15th, 1922. The main task assigned to the High Commissioner lay in solving the problem arising out of the position of 1½ millions of Russian refugees in Europe by finding them productive employment. The High Commissioner was provided with no funds to enable him either to secure the consent of countries where there was employment to be obtained to receive within their frontiers further numbers of refugees, or to organise productive employment on even a small scale. During 1921 the interested Governments spent immense sums in maintaining Russian refugees by a system of doles, and Dr. Nansen says that had even a small part of these sums been placed at his disposal, and had he been invited with these sums in hand to secure productive employment, the problem might have been solved very quickly, and with a much less total expenditure than had already been involved. Having no resources, however, but those placed at his disposal for administrative purposes, together with what he had secured by the generosity of voluntary organisations, he was obliged to consider in the first place measures which he could take without undue expenditure to secure the dispersal of refugees from places where they were living in destitution to places where they could obtain employment. To this end he proceeded to make arrangements for the preparation of a census which is now practically complete and affords an invaluable basis upon which further negotiations can be conducted. On the other hand the results of the enquiry made of the Governments as to the categories of refugees which they were able to receive, were disappointing. The main reason being that owing to the universal economic depression it is impossible for them to hold out hopes that they can find work for the refugees.

Dr. Nansen had hardly begun the preliminary organisation of his task — in which he was assisted by Government representatives appointed to deal with the specific problem and the special Joint Committee appointed to collaborate with him by a number of charitable organisations actually engaged in the problem for the last two years — when he was faced with an urgent problem of distress among refugees in Constantinople. This distress did not properly fall within his functions, but it was so widespread and so acute that it seemed useless to occupy himself with finding productive employment for people who were actually starving. The problem became acute by the sudden announcement that the sources of supply by which 25,000 of the military and civil refugees in Constantinople and district had been fed during the past year were to be cut off. On representations from the High Commissioner, the French Government agreed to continue feeding the remainder of General Wrangel's army until such time as it could be evacuated to other countries. The American Red Cross, which had been maintaining 14,000 civilians, was unable to accede to Dr. Nansen's request to continue their work but promised to hand over as large a residue of stores as possible to other agents when they withdrew. As a result, therefore, of the cessation of their work and of that done by the French Government on behalf of civilians, there remained 25,000 refugees without visible means of support, of whom 15,000 were in actual danger of starvation. Dr. Nansen immediately took up the matter with the Governments and international organisations and received certain gifts which enabled him to send to Constantinople an amount of flour sufficient to supply bread for 10,000 persons for a period of 2 months.

It was essential in the meantime to do everything possible to secure the evacuation of the refugees. The first positive step in this direction was the

securing of an undertaking from the Czechoslovak Government to accept 5000 agricultural labourers, 1000 students and a number of children and teachers. Great difficulties were experienced in connection with transport, visas, and the feeding of the refugees en route. The transport difficulties were so great that a large number of agriculturists could only proceed with their journey by means of the ships used by the League of Nations for the repatriation of prisoners in the Black Sea. At the present moment, however, the Czechoslovak Government does not find it possible to receive the whole of the original 6000, but it is hoped that it may be possible to secure the carrying out of the complete programme in the near future.

On the representations of Dr. Nansen and Sir Samuel Hoare, M. P., the British Government allocated to the refugees in Constantinople a special grant of £ 20,000. Sir Samuel Hoare went on a mission to the Balkan countries on behalf of the High Commissioner, and he completed the establishment in Constantinople of a League of Nations office and of other means of co-ordinating and controlling the relief work.

The Bulgarian Government made an offer to Dr. Nansen in his capacity as Commissioner for the International Committee for Russian Famine Relief to receive 20,000 children from the famine area of the Volga. There were such great difficulties in securing the practical realisation of this generous proposal, that the Bulgarian Government accepted the proposal of Dr. Nansen that as a preliminary measure they should receive 5000 destitute children from Constantinople, and a Government appropriation was secured for this purpose. 255 children were transported to Bulgaria in December 1921, and Sir Samuel Hoare, during his visit to Constantinople, secured the further despatch of 250. The transport of children to Bulgaria is only delayed by the difficulty of securing adequate housing accommodation. Dr. Nansen's representatives succeeded in arranging with the Bulgarian Government for the accommodation of 1000 children, and they are proceeding with the negotiations, which, it is hoped, will result in the placing of at least another 1000 in the near future. The Bulgarian Government has in several ways demonstrated its practical sympathy with the Russian refugees, 9000 of whom had been transferred to Bulgaria. The League of Nations Office in Constantinople has also just obtained the authority of the Bulgarian Government to transfer 1000 agriculturists and their families with 350 children and 115 adults to Bulgaria.

There are also a great many refugees in Constantinople who have friends to whom they could go in other countries or who have a certain sum of money upon which they could support themselves in places where the cost of living is not so high; many, however, are prevented from leaving owing to passport difficulties, to which the League office is now devoting its special attention. The office is also taking the necessary steps to secure facilities for the departure of 300 agriculturists and their families and 50 students to Germany, and negotiations are now in progress for the transfer of another 3000 men to a country where they will be able to secure work. At the same time the evacuation of refugees on however small a scale is carried out wherever possible, and the French Society for saving Russian refugee children has agreed to accept 50 children between the ages of 12 and 14 for education and maintenance in France.

It has also been possible to facilitate the repatriation of a considerable number of refugees formerly but no longer of Russian nationality, including a considerable number of Estonians.

The question of the financial arrangements to be made for the continuance of the work is one which is exercising the mind of the High Commissioner.

Dr. Nansen acknowledges the generosity of the Roumanian authorities in acceding to a request from him regarding the great number of refugees who

had been able to settle down to productive work in Roumanian territory. With regard to the problem of refugees in Poland, which is acute, the most important direction in which Dr. Nansen hopes to be able to assist for the time being is in connection with the securing of passports and visas. The negotiations concerning this question and the general problem of the legal status of the refugees are now considerably advanced, and if they come to a successful conclusion Dr. Nansen hopes to be able to make a real contribution towards the problem in Poland.

He expresses his admiration of the work of the Epidemic Commission of the League in their support of the Polish health authorities for the purpose of securing the disinfection and sanitary control of all refugees going from Russia into Poland.

Dr. Nansen draws attention to the importance of an adequate and efficient system of labour exchanges and quotes the example of the Serb-Croat-Slovene State. Through the services of their Commission d'État, which is responsible for refugee questions, 10,000 out of the 23,000 able-bodied refugees in that State have secured employment and Dr. Nansen expresses his admiration of the enlightened policy followed by the Serb-Croat-Slovene State authorities. "Few countries," he says, "have made greater sacrifices or shown a larger spirit of liberality."

"It is obvious, however," he says, "that in the long run there can be no final and satisfactory solution of the problem created by the presence in Europe of 1 1/2 million refugees except by their repatriation to their native land". He has studied in detail the conditions which in his view would be necessary before this can be seriously taken up, but has made no attempt to give practical effect to the results of his consideration because he does not think it right or practicable under present conditions to propose that large masses of refugees should return to their native country. Were there no other reason, the present ravages of famine and disease throughout Russian territory would preclude the execution of any such proposal. He points out that there is very close relation between the economic reconstruction of Russia and some aspects of the refugee problem. Russia has lost the vast majority of its technical experts of every sort. Under present conditions the Russian universities are not able to produce the numbers of technical experts who will be required for reconstruction. The Czechoslovak Government, with splendid altruism, courage, and foresight, undertook to support at its University in Prague 5000 Russian students. Several Governments have in the past conducted the same sort of policy; Great Britain, for instance, maintained a number of Serbian students at its universities during the war. Dr. Nansen hopes that a number of other Governments may be willing to take a share in dealing with the remaining 10,000 Russian students still in Europe and for whom no provision has been made.

The question of refugee children is similarly connected with the general problem of Russian reconstruction. Dr. Nansen instructed his representatives to carry out a very special census of these children and of their means of education, etc., and on the basis of the census has made concrete suggestions to certain large charitable institutions in the hope that they may be willing to assist in making adequate provision for the education of these children. He is co-operating with the British Russian Relief and Reconstruction Fund in their effort to raise the money required for the establishment of a School to accommodate 1000 children.

In conclusion, Dr. Nansen says that the League of Nations has already accomplished something of real importance, it has secured intergovernmental action, it has laid the foundation for further and more extensive work, and in various ways has lightened the lot of the refugees, but he emphasizes the fact that the principal task which he was asked to undertake has been rendered

incomparably more difficult than it would otherwise have been by the general economic crisis throughout Europe. He appeals to the Governments for their fullest support for the proposals which he is making to them in a separate report.

b) The Decision of the Council.

The Council had before it Dr. Nansen's report, together with a statement indicating the financial means necessary to carry out the evacuations which the present situation of Russian refugees in the Near East renders essential. Sir Samuel Hoare attended the Council meeting and presented a report on the results of the mission entrusted to him by Dr. Nansen in connection with the refugees in Constantinople and the Near East. Sir Samuel Hoare informed the Council that the immediate task was to secure as soon as possible the evacuation of 15,000 refugees in Constantinople and estimated the sum required for this purpose at £ 30,000. The Council, convinced that these unfortunate refugees were without resources in an overpopulated city, that they had no means of finding work, that their condition was becoming daily worse, especially as resources which hitherto had been placed at the disposal of certain charitable organisations were now exhausted, and that a catastrophe was imminent, expressed the view that they should be evacuated without delay to countries where they would be able to find work and easier conditions of life, and should, as far as possible, be sent to Slav countries.

The Council decided to forward to the Governments, for their favourable consideration, the reports of Dr. Nansen and Sir Samuel Hoare. Mr. Fisher, the British representative on the Council, stated that the British Government would be prepared to contribute a sum not exceeding half of the entire sum contributed by other Governments, it being understood however, that it would in no case contribute more than £ 10,000 and that the scheme to be put in force commended itself as providing a permanent solution of the problem. The Council noted the proposal made by the British Government that Dr. Nansen, in accordance with certain arrangements to be concluded between them, should be entrusted with the care and subsequent evacuation of the Russian refugees at present in Egypt, Cyprus, Malta, and Touzla. With the object of securing the success of this work, Dr. Nansen, in agreement with the British Government, has appointed Colonel Procter as his representative at Constantinople, and has entrusted Mr. Childs with the execution of this part of the work.

The Council also decided that to facilitate the evacuations, it was essential that steps should be taken as soon as possible to furnish the refugees with free identity certificates and visas; it therefore made a series of recommendations in this connection to the various Governments concerned.

2. TRAFFIC IN WOMEN AND CHILDREN.

The 1921 Convention on Traffic in Women and Children was opened for signature until March 31st, 1922. After that date, Governments can adhere but cannot be Signatories. Thirty-three countries have signed the Convention, among others, some non-Members of the League-Germany and Hungary.

A letter has been received from the Secretary of State of the United States of America, in which it is regretted that owing to certain clauses of the 1910 Convention (which it is thought pertain to the Police function of several States of the Union, and which the Federal Government would not be capable of fulfilling) the United States could sign neither this Convention nor the Convention of 1921. The Secretary of State points out however, that the Government of the United States is in full sympathy with the laudable purposes of the Convention and is greatly interested in the suppression of the nefarious traffic in women and children. To this end the Federal Statutes have been enacted which are within the purview of Congressional action.

It is interesting to note that there were 13 Signatories to both the Agreement of 1904 and the Convention of 1910, whereas to the Convention of 1921 there are 33 original signatories.

IX. Miscellaneous.

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I. Summary of the Month.

During the last month, the Advisory Commission on Communications and Transit and the Advisory Committee on Traffic in Opium met in Geneva.

The Commission on Communications and Transit, which was specially instituted in order to promote freedom of international traffic had to deal with a series of questions bearing on the different means of communication.

The Opium Committee examined the reports submitted on questions brought under consideration at its session in May 1921. New subjects of inquiry, such as the approximate requirements of raw opium for legitimate purposes and the extension of the inquiry to all dangerous drugs and the establishment of import certificates, were brought before the Committee.

The preliminary session of the Permanent Court of International Justice has drawn to a close. The Court has established its rules of procedure and administrative methods and is ready to assume the functions attributed to it under its Statute.

The Upper Silesian Conference has come to an agreement on the different points which were awaiting settlement and it is probable that the Convention will be signed shortly.

In accordance with the instructions issued by the Council at its March session, the Secretary-General has authorised a certain number of members of technical organisations of the Secretariat (Communications and Transit, Economic and Financial Organisation, Health Section) to proceed to Genoa, with the object of lending, if necessary, the assistance of their special information to the committees of the Conference.

II. The eighteenth Council Meeting.

The 18th Session of the League Council will open at Geneva on the 11th May. The President of the Council will be M. Quinoñes de León, the Spanish representative.

At this session the Council will decide whether two matters shall be submitted to the Permanent Court of International Justice for a legal opinion. One of these matters relates to the interpretation of Article 389 of the Versailles Treaty, concerning the validity of the appointment of the Dutch labour delegates to the third International Labour Conference; the other whether the International Labour Office is competent to concern itself with the question of agricultural labour.

The Council will also consider a proposal made by the Norwegian Government, asking that a Commission of Enquiry on the famine in Russia be appointed, as well as a request by the Albanian Government that the League of Nations should appoint economic experts, who would go to Albania and, after investigation, give an opinion on the measures necessary for the development of Albania's natural resources. The agenda further includes a certain number of questions concerning the Free City of Danzig, such as the conduct of the Free City's foreign affairs by Poland; the control and administration of the Vistula in the territory of the Free City, and its financial position, which has recently been studied by a delegation of the League Financial Committee. There are also some questions concerning the protection of minorities in Albania, Esthonia, Latvia, Lithuania, and Poland.

Finally, the Council will appoint the members of a committee for studying questions of intellectual cooperation, and will deal with the work of certain advisory commissions and committees, such as the Opium Committee, which has just finished its second session; the Mandates Commission, whose chairman has drawn up a report on the nationality of inhabitants of mandated territories (B and C Mandates); the Military Control Commission at Vilna; the Financial Committee; the Commission of Enquiry to Albania.

III. General Questions.

I. THE PERMANENT COURT OF INTERNATIONAL JUSTICE

The Permanent Court of International Justice of the League of Nations is now ready to commence its judicial and advisory activities. As has already been announced, it has constituted its various Chambers, and before the termination of its first—preliminary—Session it had also completed its Rules of Court.

These Rules were prepared in accordance with Article 30 of the Statute, which was adopted by the First Assembly in 1920, and which has since been signed by 45, and ratified by 32 States. The Rules are supplementary to the Statute, and are intended to fit into the framework constituted by that document.

The first chapter of the Rules deals with the constitution and work of the Court. Details are given on such questions as the terms of office of the judges and their order of precedence; this chapter also includes rules governing the convocation of deputy judges and the appointment of judges of the nationality of the parties to sit in a given case, should the parties not happen to be represented on the Court. Likewise, the procedure for summoning the technical assessors, who are to assist the Court when dealing with Labour and with Transit and Communications cases, is explained.

A special section regulates the election and the duties of the President and Vice-President and another section provides corresponding rules as regards the three special Chambers, that is to say, the Chamber for summary procedure and the Chambers for Labour and for Transit and Communications questions respectively. Finally, there is a section containing rules with regard to the election and the work of the Registrar and furnishing an outline of the organisation and functions of the Registry. The details of the latter are to be found in special Instructions and Staff Regulations.

Under the heading "Working of the Court" are grouped Articles dealing with the dates and hours of sessions and sittings, with the manner of composing the list of cases for each session. Here are to be found also the provisions governing the method according to which the Court is to arrive at its decisions: every member of the Court who is present at a deliberation is obliged to give a reasoned opinion, and the decision of the Court is to be based upon the conclusions adopted after a final discussion of the various opinions expressed by the members.

The second chapter of the Rules of Court contains the Rules, other than those already given by the Statute, governing the procedure before the Court. The first section of this chapter lays down the very important principle that the adoption of the Rules of Procedure does not preclude the adoption by the Court of such other Rules as may be proposed by the parties concerned. Among the general provisions also appears a rule to the effect that time limits will be fixed having regard, as far as possible, to agreements between the parties.

The chapter then goes on to outline the procedure before the Court. In doing so, it makes a distinction between procedure before the full Court and the special Chambers for Labour and for Transit and Communications cases on the one hand and the Chamber for Summary Procedure on the other.

A suit is always brought before the Court either by the notification of a special agreement between the parties (*compromis*) or, if the jurisdiction of the Court is compulsory as regards the case in question or between the parties concerned, by an application filed with the Court. The application or notification will make it clear whether the full Court or one of the Chambers is to deal with the case and whether assessors are to be present.

Unless Summary Procedure is to be employed, the following procedure will be observed. Upon receipt of a "special agreement", the Court fixes time limits within which the parties must file their written documents of procedure—cases, counter-cases, and replies; and, if the case is brought before the Court by application, the Court communicates the application to the other party who may make a special reply to it. In all circumstances, the Court fixes the time within which the applicant has to file his case and, upon receipt of this case, the date before which the respondent must communicate his counter-case. The following additional written documents may also be filed: a reply to the counter-case, by the applicant, and a rejoinder to the reply, by the respondent. It is to be noted that if the respondent makes no reply, this is equivalent to a failure to enter an appearance; in such circumstances the Court may, under the terms of the Statute, pass judgment by default, if, after due examination, it is satisfied that it has jurisdiction and that the claim advanced by the other party is well founded in fact and law. The same, of course, applies if the Court disallows an objection raised by the respondent against its jurisdiction.

Upon the termination of the written proceedings the President fixes a date for the commencement of the oral proceedings. This date must fall within one of the sessions of the Court, either within the ordinary session which generally begins on the 15th June, or within an extraordinary session which the President always has power to summon.

The oral proceedings consist of the hearing of witnesses and of the presentation of the case by the representatives and counsel of the parties. The Court may make arrangements for hearing witnesses out of Court and for obtaining expert opinions. It is obvious that any action taken on the territory of a given State at the request of the Court must be by arrangement with the Government under whose jurisdiction the territory is.

At any time during the proceedings, the parties may conclude an agreement regarding the subject of the dispute or likewise agree to withdraw from the Court. The Court will record such agreements and the proceedings will be terminated. In the normal course of events, however, the judgment constitutes the termination of the procedure. This judgment is final and without appeal, but an application for revision may be granted if based on the discovery of some really new and very important fact. The Rules of Court give full details regarding the procedure to be followed both in the case of ordinary proceedings and in the case of proceedings in revision.

They also regulate the manner in which intervention as provided for in the Statute can be undertaken. This intervention is of two kinds: firstly intervention as an actual party to the dispute, and secondly intervention by a signatory to a convention, the interpretation of which is in question, on the ground that it is desired to exercise an influence upon this interpretation without however taking any interest in the subject matter of the dispute itself. In order to enable States to decide for themselves whether they desire to intervene, it has been provided that the Court may instruct the Registrar to hold the cases and counter-cases of each suit at the disposal of the Government of any State which is entitled to appear before the Court.

The Summary procedure which is instituted "with a view to the speedy dispatch of business" in many respects resembles the procedure before the full Court and the special Chambers. There are, however, important differences. The Chamber for Summary Procedure can, for instance, only deal with a case by virtue of a special agreement between the parties concerned; it is to be ready to sit at any time, and the intention is that, if possible, a decision shall be given on the basis of two written documents only, one produced by each party which should normally suffice to furnish a full explanation of the question from their respective points of view. The parties have, however, the right to indicate in the documents thus filed the evidence which they would wish to produce, should oral proceedings take place. Such proceedings may be instituted by the Chamber if it considers that fuller information than is contained in the documents is necessary; such proceedings can however be eliminated all by agreement between the parties. The Judgment follows as in the ordinary procedure.

Under Article 14 of the Covenant, which constitutes the basis for the whole of the Court's activities, the Court has not only to give judgments, but also to furnish advisory opinions at the request of the Council or the Assembly of the League of Nations; such opinions will always be given by the full Court. The Rules of Court contain provisions concerning the giving of such opinions. It will be seen from these Rules that the Court is not likely to give opinions except on questions stated in precise terms and relating to actual events. It will also be seen that the Court will be anxious to obtain information likely to throw light upon the question before it from Governments or international organisations which are able to furnish such information.

2. AMENDMENTS TO THE COVENANT.

During April, six member States — Bolivia, Costa Rica, Haïti, Liberia, Panama, Paraguay — have signed the protocol of the amendments to the Covenant voted by the second Assembly.

The amendments in question bear on article 4 (Election of the non-permanent Members of the Council); article 6 (Allocation of the expenses of the League); Articles 12, 13 and 15 (Arbitration procedure and judicial settlement of international disputes); article 16 (Economic Blockade); article 26 (Ratification of Amendments to the Covenant).

3. TREATY REGISTRATION.¹⁾

Among the treaties and agreements registered with the Secretariat of the League during the last months are the text of the agreement settling the question of West Hungary, signed at Venice on October 13th, by Austria and Hungary and communicated by Austria; the convention providing for the economic union of Belgium and Luxembourg, signed on July 25th, 1921 at Brussels and communicated by the Belgian Government; the political agreement between Austria and Czechoslovakia, signed at Prague on December 16th, 1921 and presented for registration by the Czechoslovak Government. This last agreement stipulates *inter alia* that the two States signing the agreement should henceforward submit their disputes for arbitration to the Permanent Court of International Justice.

4. THE AALAND ISLAND CONVENTION.

The first deposit of the instruments of ratification of the convention signed at Geneva on October 20th, 1921, concerning the non-fortification and the neutralisation of the Aaland Islands took place on April 6th, 1922 at the Secretariat of the League of Nations. Article 10 of the Convention provides for the drawing up of the act of ratification as soon as the majority of the signatory Powers, including Finland and Sweden, are able to sign it.

DR. NASSE, counsellor of legation, representing Germany;

M. DE RICHELIEU, secretary of legation at Berne, representing the Danish Government;

M. Carl ENCKELL, minister of Finland at Paris, representing the Finnish Government;

M. DE REFFYE, consul of France at Geneva, representing the French Government;

MR. Stanford LONDON, His Britannic Majesty's consul at Geneva, representing Great Britain;

M. ADLERKREUTZ, Swedish minister at Berne, representing the Swedish Government;

Sir Eric DRUMMOND, Secretary-General of the League of Nations signed the act of ratification.

According to article 10 of the Convention, the entry in force of the Convention for each signatory Power coincides with the deposit of its respective instrument of ratification. The Convention is therefore in force for those States whose representatives signed the act of ratification on April 6th, 1922.

¹⁾ *Erratum*. — Vol. II, No. 3, page 49, third paragraph of the chapter on treaty registration, read :

“an Exchange of Notes between *Spain and Norway*” instead of “an Exchange of Notes between Spain and *Poland*.”

IV. Technical Organisations.

1. THE PROVISIONAL HEALTH ORGANISATION.

a) The periodical Reports of the Health Section.

The three last reports of the Provisional Health Organisation which were issued on March 25th, April 4th, and April 13th respectively, contain (1) general information on the epidemic situation in the famine zone of the Ukraine, (2) an enumeration of the cases of cholera in the Ukraine and in Russia, and (3) the statistics of infectious diseases in Poland, Latvia and Hungary.

1. In the Southern Ukraine, in the districts of Odessa and Nikolaiev, which are the most seriously affected, 25% of adult mortality and 40% to 50% of infant mortality is attributed directly or indirectly to the famine. In Odessa itself, there were 180 births and 2028 deaths registered in January, and 147 births and 2716 deaths in February; the chief causes of death are famine and typhus. Deaths per 1000 are 80% to 90% as compared with 40% to 50% in 1921 and 21% for the pre-war period. At Kherson, deaths from starvation have increased by the following figures: 3 in September 1921, 6 in October, 13 in November, 39 in December, 761 in January 1922, and 1189 in February.

Doctors report a fact that is particularly impressive; the lessening of physiological resistance in the population, due to the famine and the use of food substitutes. In many cases vaccination has no effect, although the vaccines "take." The intervals between the attacks of relapsing fever are often very short and mortality has increased. Surgeons have observed that broken bones do not mend.

Another circumstance of increasing gravity with the approach of summer is the bad condition of the water-works. In Odessa the waterworks are no longer in use; the reservoirs which are 42 km from the town, in the middle of the famine zone, have been abandoned by the workers. Water is sold in the streets at 25,000 roubles per jar; hospitals provide themselves with water with great difficulty; the population uses snow and rain water, but this source of supply will very soon fail.

At Ekaterinoslav the water for town use is brought from the river and filtered for distribution in the centre of the town, but this is not the case in the suburbs and the cholera vibriion has been found in the river water.

2. Information concerning cholera received during the month of April shows a more serious spread of the disease than that indicated by the figures for March. From January 1st to March 31st, 1165 cases were reported from the Ukraine. The epidemic originated in the migrations of refugees from famine zones and it had spread along the railway lines, as is shown by the numerous cases of cholera among railwaymen and in the towns situated on important railway lines. Strict sanitary control at railway junctions is urgently necessary.

In Russia proper, the Commissariat of Public Health has reported 299 cases of cholera between January 1st and February 18th, occurring in widely different localities. The reappearance of this disease over a wide extent of country and from the very beginning of the year, is the most disquieting characteristic of the present epidemic reports.

3. The epidemic condition of the countries bordering on Russia remains serious. From February 4th to 19th, according to provisional information, there have been in Poland 5140 cases of relapsing fever with 208 deaths; other figures are as follows: Typhus 3730 and 275 deaths; enteric fever 1036 and 68 deaths; dysentery 136 and 10 deaths; small-pox 106 and 24 deaths. The progress of relapsing fever in Poland has been as follows: In 1919, 2,376 cases and 153 deaths; in 1920, 7079 and 293; in 1921, 14,163 and 414;

finally for the first seven weeks of 1922 13,415 cases and 582 deaths. (The most affected districts are: Polesia, Bialystock, Lublin, Volhynia, and Novogrodek).

In Latvia, in the month of February two cases of leprosy have been reported, two of dysentery, 7 of relapsing fever, 16 of small-pox, 57 of enteric fever, 90 of influenza, 96 of diphtheria, 178 of typhus, 188 of scarlatina.

In Hungary, from October 1st to December 31st, 1921 there have been 10,944 declared cases of scarlatina and 1,459 deaths; 7,275 of measles and 173 deaths; 3,158 of enteric fever and 326 deaths; 1,915 of dysentery and 135 deaths; 1,304 of diphtheria and 107 deaths; 10 of small-pox and one of typhus. (The population of Hungary, according to the census of 1921 is 7,840,000.)

b) The Campaign against Typhus.

Financial Contributions. — This month the French Government has paid in to the League of Nations the sum of £ 50,000, representing France's contribution to the Anti-Typhus Campaign in Poland.

The credit of 100,000 florins for the same purpose requested of Parliament by the Dutch Government, has been granted by the Second Chamber of the Dutch States General on February 7th; the Bill concerning this credit is at present being considered by the Upper House.

2. WORK OF THE LEAGUE ECONOMIC AND FINANCIAL ORGANISATION.¹⁾

Three Memoranda of the Economic and Financial Section.

The Economic and Financial Section of the League Secretariat have just published the first fruits of a very important line of research undertaken at the request of the Brussels Financial Conference of October 1920. This work consists of a study of Public Finance, Currency, and Central Banking in post-war Europe, America, and the Far East, and the results of this work hitherto have now been embodied in three large memoranda containing the latest and most up-to-date information in their respective subjects, and dealing with

1. Currency, 1913—1921 (incl.),
2. Central Banks of Issue 1913; 1918—1921 (incl.),
3. Public Finance 1921.

A special feature of these memoranda is the attempt made to get over the difficulty presented by the fact that currency statistics, bank balances, and budgets are drawn up on very different lines and according to widely differing systems in the various countries. In each case, therefore, the data presented have so far as possible been reduced to a common model, and accompanied by analytical notes giving an account of the steps by which this operation was effected, as well as explaining the significance of the data and drawing certain general conclusions.

The Memorandum on Currency gives in the briefest possible form the most important currency statistics available for the period from 1913 up to the end of 1921. These include complete data on exchange and discount rates, on note circulation, commercial and savings deposits, prices and gold movements. Besides the analytical and descriptive notes of which an account has already been given, a special section is devoted to the monetary changes in the Succession States of the Austro-Hungarian Empire. The many note conversions that have been effected in these States during the last three years make it

¹⁾ Erratum. — Vol. II, No. 3, page 54.

In the second paragraph of the chapter on the reconstruction of Austria read "....the sixth session of the Financial Committee which was held in London from February 23rd to March 1st."

necessary to adjust the figures given in the bank returns in order to arrive at figures of circulation comparable over the whole period since the Armistice.

In an introduction to the statistical tables a comparison has been made between the developments in various countries. The fluctuations in prices, the connection between prices and note circulation, deposits, exchanges and gold movements have been set out in concise tabular form. A special discussion has been devoted to the discrepancy between the fall in prices and the contraction in circulation. The currencies of the various countries have throughout been compared with the United States dollar, which has been taken to represent the value of gold. The study points to the conclusion that with the exception of certain countries where paper money is still being printed freely prices and exchanges in Europe are to-day moving within comparatively restricted limits.

The Memorandum on Central Banks of Issue is in the first instance an analysis of the balance-sheets of the banks concerned in 1913 and throughout the post-armistice period, i.e. 1918—1921, and a grouping of the information thus obtained in such a way as to allow of international comparison in the manner already explained. In this case the work has necessitated a considerable amount of recalculation, which is explained in a series of special notes. The introduction gives in a number of tables a comparison between the metallic reserve and total liabilities and note circulation, the actual amount of gold reserves, the movements in note circulation, deposits, loans and advances, and discusses further the very important subject of the connection between the Central Banks of Issue and the Governments.

With regard to the changes which have taken place during and since the war only in one case, namely, that of Bulgaria, where the Bank was and still is a State Institution, did the various claims on the Government constitute more than half of the principal assets of the Bank, exclusive of the metallic reserve, while at the end of 1921, this was the case in more than half the banks under review.

The Memorandum on Public Finance gives a review of the present financial position of nearly all European and some extra-European countries, with an analysis of the latest closed accounts and Budget estimates, the composition of the Public, Domestic, and Foreign Debts, claims from Governments etc. It has, like the other memoranda, been compiled from official sources, and will therefore serve as a valuable book of reference for all persons interested in the financial position of the various States of Europe, particularly since it is practically the first work of its kind and the only one containing data from so many countries and brought down to the end of 1921.

In an introduction of 20 pages a comparison has been made between the developments in the different countries, both as regards budgets and public debts. Thus, the changes are shown that have taken place in the expenditure and revenue of various countries from 1920—21, to 1921—22, the taxation and total revenue per head of population, the deficit as a percentage of total net expenditure, the gross debt per head of population and the changes in the debt during the last year. On the whole, no great improvement is shown, even if serious attempts have been made in a number of countries to increase taxation and to reduce expenditure.

3. THE SECOND SESSION OF THE TECHNICAL AND ADVISORY COMMITTEE ON COMMUNICATIONS AND TRANSIT.

The Technical Advisory Committee on Communications and Transit held its second session at Geneva between March 29th and April 1st. Its Chairman was Mr. van Eysingha, and the members present were Mr. Stievenard (Belgium),

Mr. Montarroyos (Brazil), Mr. Amunategui (Chili), Mr. Chow-Wei (China), Mr. de Agüero y Bethancourt (Cuba), Mr. Holck-Ouldin (Denmark), Mr. Pusta (Esthonie), Mr. Chargueraud (France), Colonel J. G. Baldwin (Great Britain), Mr. Sinigalia (Italy), Mr. Okuyama (Japan), Mr. Winiarski (Poland), Mr. Brockmann (Spain), Mr. Herold (Switzerland), and Mr. Fernandes y Medina (Uruguay).

Four technical advisers also took part in the discussions of the Committee, namely Dr. Lankas (Czechoslovakia), Mr. Bignani (Italy), Mr. Hostie, secretary general of the Central Commission for Navigation on the Rhine, and Mr. Chargueraud-Hartmann, secretary general of the Elbe and Oder Commissions.

The agenda dealt with questions concerning traffic on land, by water and in the air.

1. Navigation by river and on the sea: private commercial law, displacement.

— The Committee decided to investigate the possibility of establishing uniformity in private commercial law with regard to inland waterways, at least where important routes of international interest were concerned.

The question of establishing international uniformity for displacement regulations is a matter concerning both maritime and river trade. The regulations for maritime trade are uniform in principle but are interpreted in such widely different ways as often to prove a serious embarrassment. The Committee is at present considering the possibility of getting measures enacted in order to ensure uniform application of these regulations in all ports. Real uniformity has already been achieved for river traffic in Western Europe, but in view of the present tendency towards the formation of a system of river traffic extending over the whole of Europe, it is necessary to secure uniformity in displacement regulations all over the continent. The Committee has decided to co-opt a Roumanian expert for questions concerning traffic on inland waterways.

2. Air Traffic. — The 1919 Convention provided for the setting up of an international air traffic committee, but did not deal with the question which the League Advisory Committee has had to investigate, namely, the kind of legislation necessary to prevent differences between national air laws that might prove a serious obstacle to the development of air traffic. The investigation already conducted by the Advisory Committee on this point will henceforward be continued in collaboration with the future International Air Traffic Committee.

3. Summer Time. — There is at present no agreement among countries adopting the system of summer time as to dates for beginning and ending the change in time. The result is a certain amount of confusion in international railway traffic. In order to put a stop to this confusion, the Committee proposes to ask the various Governments to state their views on summer time in order to allow of reaching a permanent agreement for beginning and ending summer time each year.

4. Passports. — Since the conference on passports, customs formalities, and through tickets held under League auspices in October 1920, very satisfactory replies have been received from various Governments to the suggestions and enquiries of the Committee. The Committee has noted the great advance already made towards simplifying the procedure in these matters, on the lines suggested by the Paris conference, both as regards the price of and facility for obtaining passports and visas, and frontier control. Passports have even been abolished in some countries. It only remains to ask the Governments to make the resulting changes in their time-tables and the length of stops at the frontier stations in order to improve connections at these stations. This the Committee has decided to do.

5. *The Railway Convention.* — In accordance with Article 379 of the Treaty of Versailles and the recommendations of the Barcelona Conference, the League is called upon to prepare the draft of an international railway convention within a year from now. Preparations for a general conference at which this convention will be drafted are being pushed on rapidly. In order to accomplish the preliminary work, the Committee has decided to co-opt a Serb-Croat-Slovene, a French and a German expert.

6. *Electric Power.* — The agenda of this session comprised a problem that is wholly novel to the League Transit and Communications Organisation, namely, the transmission of electric power, the use of international waterways for producing electric power, and the selling of electric power from one country to another for the electrification of important international trunk railway lines. The Committee has begun to study the international measures necessary to cope with these matters.

The Committee has been asked to suggest the creation of international driving licenses for motorists.

V. Administrative Questions.

1. THE FREE CITY OF DANZIG.

Depot for Polish War Material.

The High Commissioner of the League of Nations has just taken a decision with regard to the site to be set apart for the storage of Polish war material. Poland had asked for a site in Danzig Harbour as offering important trans-shipment facilities. The Free City of Danzig emphasized the risks of explosion and obvious disadvantages of a site within the harbour and in proximity to the city.

In his decision, dated April 7th, 1922, the High Commissioner observes that Poland is entitled to transport her war material, including explosives, through the port of Danzig, but that as the exercise of this right involves an element of danger to the lives of the inhabitants and the prosperity of the Free City, it is desirable that another site where there will be no danger from explosion to the town and very little to the channel, and where better railway communications will ensure the rapid dispatch of munitions, be selected for the importation of Polish war material. The decision therefore stipulates that the Polish Government and the Danzig Government shall negotiate with a view to the construction of a canal and a dock on the left bank of the dead arm of the Vistula mouth, but that, as a temporary measure, a specified portion of the Island of Holm on the east side will be placed at the disposal of the Polish Government as a depot for war material in transit. The decision lays down, further, that the Polish Government shall undertake to accelerate in every possible way the transit through the territory of the Free City of Danzig of the portion of this material which consists of explosives, and that, in the event of the explosion of these munitions, it will be responsible for the payment of reasonable compensation in all cases of injury to persons or property. It is further laid down that the regulations for unloading and forwarding explosives will be drawn up by a Joint Commission representing Danzig, Poland, and the Harbour Board, under the presidency of a Polish representative.

2. THE SAAR BASIN.

The Governing Commission has sent to the Secretary-General its periodical report for the first quarter of 1922, the main points of which are as follows:

The economic situation in the territory has hardly altered since the period dealt with in the previous report (See Monthly Summary Vol. 11. 13).

No increase has been noted in the number of unemployed (about 3000). There were no strikes of any importance during these last three months, but the depreciation of the mark, which was accentuated at the end of March, had a disturbing effect on most of the industries.

The political agitation referred to in the previous report almost entirely ceased after the first weeks of 1922, although the local Assemblies, as a general rule, refused to consider the draft decrees submitted to them for their opinion, in spite of the fact that several of these decrees were intended to meet urgent needs, and had nevertheless to be promulgated.

The report further explains that the Commission's attention during its first two years of office, was almost completely absorbed by the work of governmental organisation, and that therefore it could not, at the outset, invite the co-operation of the people as it would have wished to do.

The decree of March 24th, establishing an Advisory Council and a Commission of Enquiry, is ample evidence that the Commission recognised the necessity of introducing a system of co-operation between the Governing Commission and the elected representatives of the inhabitants. The report points out that there are already two Chambers of Commerce and a Chamber of Agriculture in the territory, and that the formation of a Labour Chamber is under consideration; it will certainly be conceded that the Governing Commission has, now that the Advisory Council and Commission of Enquiry have been created, left nothing undone to ensure to the inhabitants a wide measure of participation in public affairs.

In the last part of the report the Governing Commission gives an account of its administrative activities. A census has been taken, arbitration tribunals have been created to give decisions regarding requests for a revision of farm leases and the Communes have been authorised to levy a tax on money exchange offices. As regards education, a Commission of 60 members chosen from the territory to investigate the reform of primary school curricula, and a Commission of 30 persons of both sexes and of various professions to consider the question of introducing compulsory vocational schools in the territory have been appointed. 14,000 children have been registered for optional instruction in French in the primary schools.

The Social Insurance Department, having noted the ever increasing number of foreign insurance companies established in the territory, has taken all necessary steps to adapt to the Saar territory the legislative measures which, in Germany, ensure a control over private insurance concerns. During this quarter, the Department for Public Relief has dealt with the distribution among necessitous persons in the territory of a sum of about 600,000 francs, the balance of the credit of one million francs voted in August last. The Central Insurance Office for disabled soldiers was entrusted with the task of distributing high cost of living bonuses which were introduced in the German Empire by a decree dated December 1st, 1921.

Since November 1st, 1921, the Governing Commission has assumed control over the provision of assistance for disabled soldiers, and has issued to them and their heirs payment orders amounting to a total sum of 14 million marks.

In conclusion, the report points out that the Commission has devoted its attention to supplying the population with the means of taking a more direct part in public affairs. In accordance with the provisions of the decree of March 24th, the members of the Advisory Council will be elected, and the members of the Committee of Enquiry appointed, in the course of the next quarter. The Governing Commission will then, without giving up any of the rights or avoiding any of the responsibilities assigned to it by the Treaty of Versailles

be in a position to appeal to the co-operation of the inhabitants, the necessity for which it made clear in its previous report, and which, if it is fortunate to obtain it, cannot fail to contribute to the welfare of the territory.

3. PROTECTION OF MINORITIES.

In accordance with a Council Resolution of October 25th, 1920, the President of the Council, M. Hymans, invited the Spanish, and Chinese representatives on the Council to form with him a committee for the examination of the following questions:

1. The petition of the Czechoslovak National Council in Vienna concerning school instruction for Czechoslovak minorities, together with the reply of the Austrian Government.

2. The petition of the Joint Foreign Committee of the Jewish Board of Deputies and the Anglo-Jewish Association, and l'Alliance Israelite Universelle, concerning the right of option for Jews from the former Austro-Hungarian Empire, together with the reply of the Austrian Government.

3. The petition of the Bessarabian delegation to the Peace Conference concerning the position of Russian minorities in Bessarabia, together with the reply of the Roumanian Government.

This committee of the council met in Paris on March 26th. After studying the documents concerning these questions, the members of the committee did not consider that there was any reason to draw the attention of the Council to these matters, in accordance with the stipulations of the Minorities Treaties.

No other member of the Council considered it necessary to submit these matters to the Council.

VI. Political Questions.

UPPER SILESIA.

The German and Polish plenipotentiaries under the presidency of M. Calonder, who have been negotiating at Geneva the Convention for the settlement of the economic regime of Upper Silesia, have come to an agreement on the questions which were still outstanding. The most important of these questions was that of the liquidation of German property and interests in the territory awarded to Poland. There were also certain points in connection with the protection of minorities on which the two parties were still at issue.

In order to solve the question of the liquidation of property, M. Calonder stated at a public session held on March 23th, at the seat of the League, that he would exercise his arbitral powers, but that he would try once more to bring the two delegations together by way of mediation. For this purpose, he summoned the two plenipotentiaries to a private conference on April 8th and made certain suggestions intended to serve as a basis for discussion with a view to reaching an agreement.

On the afternoon of the 13th, the two plenipotentiaries transmitted to the President the text of an agreement signed by both, so that M. Calonder, at the opening of the public sitting summoned in order to announce his decision as arbiter, had the pleasure of stating that there was no need for this decision since a friendly conclusion had been reached, thanks to the conciliatory spirit displayed by both sides.

The text thus drawn up, which is to form a part of the Germano-Polish Convention, contains the following provisions. German property situated in Polish Upper Silesia which may be liquidated by the Polish Government, is divided into two groups: large industry and large rural property. No other

form of German property is subject to liquidation. For each of the two categories of property subject to liquidation, the process to be observed has been laid down as follows:

Large Industry. — By large industry is understood mines, blast furnaces, foundries, factories for explosive materials, as well as everykind of undertaking employing more than 600 workers.

For a period of 15 years, in conformity with the decision of the Ambassadors' Conference, large industrial enterprises can be liquidated if, in the opinion of the Mixed Commission, expropriation is essential for their working. After this period of 15 years, Poland may liquidate any large industrial undertaking after giving two years notice. The process of liquidation must take place over a period of 4 years counting from the date of notification; up to this date the owner of the undertaking is free to dispose of his property, but after this date he cannot sell or transfer it without obtaining the consent of the Polish Government. Any fictitious transfer can be denounced by the Polish Government, which will have the right to verify from time to time who is the real owner of the undertaking and what are the controlling forces in a company. An enterprise must be liquidated as a whole and not partially.

Large Rural Property. — Large rural property is defined as estates comprising not less than 100 hectares. Rural property will not be liquidated whose owners are in residence and have, according to the decision of the Ambassadors' Conference, the right of retaining their domicile in Polish Upper Silesia. Poland will have the right to liquidate one-third of the large rural properties except for forests, which are not to be liquidated. In calculating the amount of land subject to liquidation, account is to be taken of expropriation resulting from the application of the German agrarian law of 1919.

Poland must give notice of intention to liquidate rural properties before January 1st, 1925, and liquidation must take place two years after this notification.

Any transfer of rural property taking place after April 15th, 1922 within a period of one month after the change of sovereignty, shall be subject to the consent of the Polish Government, which, in giving its consent thereby frees the property from all risk of liquidation. Any fictitious transfers of rural property may be denounced by the Polish Government.

In general, only large scale industrial enterprises and large estates belonging to German subjects or controlled by them on April 15th, 1922 and still controlled by them at the date of notification, can be liquidated.

The two parties agree to apply in Upper Silesia the clauses of the Versailles Treaty concerning mixed arbitral jurisdiction for the settlement of disputes about the indemnifying of owners of liquidated property. The two countries furthermore agree to submit any difference that may arise between them in the application of this agreement to the Permanent Court of International Justice.

Having thus settled the question of the liquidation of property the two plenipotentiaries, under the presidency of M. Calonder, took up once more the question of the protection of minorities in the two parts of Upper Silesia.

Although the two delegations had agreed on the general lines of the minorities convention, they were still at issue on various points relating to secondary schools for linguistic minorities as well as on the powers concerning the protection of minorities to be granted to the members of the mixed inter-governmental commissions. The bases for a give and take solution of these questions were suggested by the President and examined by the two plenipotentiaries.

After several sittings devoted to this subject, the two delegations reached an agreement on each and all of these points and an agreed text was established and transmitted to the President. There was thus no question on which the latter had to exercise his arbitral powers and the two parties have come to an agreement on all points of the Convention. The French text of the convention, which will probably be ready at the beginning of May, will be signed without further delay.

VII. Social and Humanitarian Questions.

I. THE SECOND SESSION OF THE ADVISORY COMMITTEE ON THE TRAFFIC IN OPIUM.

The second session of the Advisory Committee on the Traffic in Opium was held in Geneva from April 19th to 29th.

The Committee was composed of the following members:

Sir Malcolm DELEVINGNE, Chairman (Great Britain);
 Mr. BOURGEOIS, Vice-Chairman (France, in the absence of Mr. Kahn);
 Mr. A. D. A. DE KAT ANGELINO (Holland, in the absence of Mr. van Wetsum);
 Dr. ANSELMINO (Germany);
 Mr. ARIYOSHI (Japan);
 Mr. CAMPBELL (India);
 Mr. CHAO-HSIN-CHU (China);
 Prince CHAROON (Siam);
 Mr. FERREIRA (Portugal).

Three assessors, Mr. BRENIER (French), Sir John JORDAN, G. C. I. E., K. C. B., K. C. M. G. (British), and Mrs. HAMILTON WRIGHT (American) were present in the capacity of experts, and Dame Rachel Crowdy, of the League Secretariat, acted as secretary to the Committee in the absence of Dr. Hawking Yen.

The Committee first discussed the situation with regard to the ratification of the Hague Opium Convention, with the supervision of the execution of which the League is entrusted by the Covenant. It was observed that of the fifty-one States Members of the League, fifteen had not yet brought the Convention into force, viz., Albania, Argentine, Chili, Colombia, Costa Rica, Denmark, Esthonia, Finland, Latvia, Lithuania, Paraguay, Persia, Salvador, Switzerland and Venezuela. (It was reported, however, that Chili, Colombia, Denmark, Finland, and Lithuania have announced their intention of bringing the Convention into force.) The Committee agreed to recommend to the Council that it should continue to urge all Members of the League to become parties. Stress was laid on the importance of the full adherence of Persia and Turkey as two of the most important opium-producing countries in the world, and on the value of the Opium Convention clause in the Treaty of Sèvres. Regret was expressed that Switzerland, owing to constitutional difficulties, had not yet ratified the Convention since her central position made the uncontrolled export of drugs a source of difficulty to other countries. It was hoped that the proposed system of import certificates would be adopted by the Swiss Federal Government, as statistics showed a very large export of morphine and cocaine from Switzerland.

This system of import certificates was recommended by the Advisory Committee last May, and later approved unanimously by the Council and Assembly. It provides that every application for permission to export dangerous drugs shall be accompanied by an importation certificate procured from the Government of the importing country. One of the important factors in the system is that all countries should adopt it simultaneously. The Committee agreed on the desirability of a definite date for the regulation to be put into practice, and, taking into account the delays in correspondence with distant countries, decided to invite the Council of the League to fix September 1st, 1922

as the date on which the Governments in Europe, Africa, America, and Australasia would be asked to bring the system into force, and January 1st, 1923 as the date for Governments of the Far East. A form of certificate was drawn up and approved.

The Report made by the Health Committee on the enquiry regarding the approximate requirements of medicinal opium, morphine, cocaine, etc., for legitimate purposes, did not yield very definite information. Dr. Norman White, who read the report, stated that there was great difficulty in procuring reliable data. Moreover, the opinions of different doctors were divergent as to what might be reckoned as a "legitimate" requirement, and the needs varied with different climates. Some useful information had been obtained from Switzerland, Denmark, and other countries, but a reliable estimate could be reached only by an enquiry lasting over several years. The Committee recommended that the International Health Committee should be asked to continue its research and to extend it over a longer period.

The replies to the Questionnaire which had been sent out last year by the Secretariat, provided useful statistics for the information of the Advisory Committee. On the subject of the production of and traffic in opium and other drugs in the Far East, the Committee passed several resolutions which will be submitted to the Council of the League for its consideration on May 15th. The question of the introduction of morphine into China was also examined. The Japanese representative called attention to the stringent measures of control which were introduced by the Japanese Government last year, and said that the Government would be willing to have the assistance of representatives of the League in conducting any investigations that might be necessary, and desired the co-operation of the exporting countries in the control of dangerous drugs.

With a view to achieving the gradual suppression of the use of prepared opium and of preventing illicit trade in all dangerous drugs, the Committee decided to recommend that all countries that are parties to The Hague Opium Convention or Members of the League, should be invited to furnish to the Secretariat by January 1st, 1923, approximate statements of their total annual requirements, for internal consumption, of opium and its derivatives. This enquiry, it was observed, would also act as the first step in the enquiry into the approximate average requirements of raw opium, the question of which was referred to the Committee by the Second Assembly of the League. It was also recommended that similar statements as to the requirements of cocaine should be requested.

In connection with the proposal of the French Government that the investigations of the Committee should be extended to include all dangerous drugs, of whatever origin, it was decided that the list of dangerous drugs communicated by the French Government should be submitted to the various Governments for the purpose of ascertaining whether the drugs had been found to be liable to the same abuse, and produce the same injurious effects as opium derivatives and cocaine.

The Committee decided on a form for the Annual Report which parties to the Hague Convention are asked to make on the production, manufacture, and distribution of opium and other dangerous drugs in their territories, and of legislation, etc., affecting the traffic. The Council of the League is asked to recommend to all Governments that they should adopt this model form in making their Annual Reports. One important question contained in this model report refers to the names of owners and situation of factories in which morphine and cocaine are manufactured, and the annual output of each separate firm. Another presupposes international co-operation by asking, in connection with the prohibition of prepared opium, whether there are any special difficulties experienced, and if so, whether there is any other country whose co-operation would be of value. A decision on the proposal of the Canadian Government

that an annual statement of the amount of narcotics in stock should be asked for was postponed until a further study had been made of statistics already received. It was considered, moreover, that it would be difficult to procure trustworthy information owing to the stocks in the hands of chemists and other small dealers, and it was decided that the opinion of the Governments on this point should be first ascertained.

The importance of public opinion in combating the abuse of, and illicit traffic in, opium and other dangerous drugs, was frequently referred to in the course of the deliberations of the Committee. With his consideration in view, it was decided to accept an offer from the League of Red Cross Societies to communicate with the National Red Cross Societies that are specially interested, on the possibility of undertaking an educational campaign on the evil effects of the abuse of drugs, and also to place the subject on the agenda of the Oriental Red Cross Conference to be held at Bangkok in November. The Committee also recommended that Governments should be asked to consider the advisability of undertaking educational work as to the dangers of indulgence in dangerous drugs. An offer of assistance, in the form of information, from the International Council of Missionaries, was read to the Committee, which decided to recommend its acceptance.

2. RUSSIAN REFUGEES.

The Secretary-General has communicated to the Governments Members of the League of Nations the text of the resolution passed by the Council at its session of March 25th*) concerning Russian Refugees in Constantinople.

In his letter, the Secretary-General requests the Governments to take note of the proposals put forward by the High Commissioner for Russian Refugees concerning passport and transport facilities for the refugees.

The Secretary-General furthermore points out that the High Commissioner attaches the greatest importance to the acceptance of these proposals by the States Members of the League which would facilitate the transfer of unemployed Russian refugees to countries where they can find paid employment, and in particular, allow of the evacuation of the groups of refugees who are at present living in utter destitution and enforced idleness in Constantinople and certain other centres.

VIII. Miscellaneous.

1. FORTHCOMING MEETINGS.

May 11th, 18th Session of the Council of the League of Nations, Geneva.

May 11th, 3rd Session of the Health Committee, Paris.

May 16th, 2nd session of the Committee of Control, Geneva.

June 4th, Conference of the League of Nations Associations, Prague.

July 25th, 13th Session of the Governing Body, International Labour Office, Geneva.

2. OFFICIAL PUBLICATIONS.

Numerous enquiries about the publications issued by the League of Nations are received by the Secretariat at Geneva, and for general convenience a list is appended giving the authorised agents for these publications in various countries. The Publication Department at Geneva issues a catalogue which is periodically revised and sent regularly to those desiring it.

*) See Monthly Summary, Vol. II, No. 3, page 66.

It comprises:

The Official Journal and its six Special Supplements.

The Treaty Series of International Engagements registered by the Secretariat.

The Monthly Bulletin of Statistics.

The Minutes of the Sessions of the Council, from the 12th to the 15th Session.

The Reports of the Secretary-General to the 1st and 2nd Assemblies.

Report on the Financial Reconstitution of Austria.

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Records of the Conference regarding the Non-fortification and the Neutralisation of the Aaland-Islands.

Report on certain aspects of the Raw Materials Problem.

Memorandum on Currency, 1913—1921.

Memorandum on Public Finance, 1921, and

Memorandum on Central Banks 1913, 1918—1921.

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For other countries, apply to Publications Department, League of Nations, *Geneva*.

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I. Summary of the Month.

Several new and important developments in the evolution of the League of Nations, combined with a general progress in many lines of its regular work, may be noted during the month of May, when the Council, the Health Committee, the Committee of Control, the Committee of Conciliation and the Permanent Military, Naval and Air Committee all held meetings.

Outside the regular League work, the Genoa Conference proved to have a close relationship with the League, for its technical discussions on finance and economics were largely based on the League's Brussels Conference, and its transit work on the Conference at Barcelona. It was but natural, therefore, that the permanent technical organisations of the League should have been requested to take over the study of many of the questions raised.

As regards Geneva itself, perhaps the most important single event of the month was the final settlement of the Upper Silesian question by the signing of a German-Polish Convention to regulate the transitional regime during the next fifteen years, and the appointment by the Council of the Presidents of the two Mixed Commissions entrusted with overseeing the execution of that Convention.

Two interesting and rather novel financial developments also took place, the first when the Albanian Government requested the League to appoint financial, economic and legal advisers in order to establish a situation which would attract foreign capital to that country, and the second when the Czechoslovak Government in a loan floated in London, New York and Amsterdam, named the Council and the Financial Commission of the League as arbiter in certain possible disputes.

The objections of the United States Government to the Palestine Mandate having been removed in direct negotiations between Great Britain and America, the former asked the Council to confirm that mandate with its provision for a Jewish national home insofar as possible given the non-ratification of the Treaty of Sèvres. In view of the fact, however, that the negotiations with America had been concluded only on the eve of the Council Meeting, and the other Members of the Council had not had opportunity to consider all the legal questions involved by the separate confirmation of the Palestine Mandate when the Treaty of Sèvres itself was not ratified, agreement was reached to discuss the question at a special Council Meeting before July 15th.

The Permanent Court of International Justice was made accessible to States not Members of the League and not mentioned in the Annex to the Covenant by a regulation of the Council laying down a detailed procedure for the accession of such States. At the same time the first two cases, both relating to the labour provisions of the Treaty of Versailles, were referred to the Court for an opinion.

The first question to be discussed by the Council under the Minorities Treaties was taken up in relation to the protests of certain Germans in Poland, and the Polish Government was requested to take no action prejudicial to the interests involved until the Council had had time to examine the question further.

For the first time, also, Americans appeared before the Council when that body discussed the proposal of the American Relief Administration and the American Y. M. C. A. to contribute 150,000 dollars for the maintenance and subsequent education of the 15,000 Russian refugees in Constantinople on condition that the Members of the League would raise the £ 30,000 necessary for their transfer to other countries.

The Health Committee, at its third session in Paris, reviewed the work already done and agreed on a number of important future activities as regards epidemiological information, prevention of epidemics, and international cooperation in medical studies. The Council also approved all the recommendations of the Commission for the suppression of the traffic in opium, cocaine, and other drugs.

Finally, a number of other questions which may be said to have entered into the daily life of the League were taken up, such as the summoning of the Advisory Committee on Traffic in Women and Children, the appointment of the Committee on Intellectual Cooperation, the establishment provisionally at Geneva of a Liaison Bureau with Latin America, the adoption of the Budget for 1923, the settlement of a number of cases relating to Danzig, and the like.

II. Genoa and the League of Nations.

The Genoa conference immediately developed in its technical discussions a close connection with the work already done or contemplated by the League of Nations. As nearly all the States represented at Genoa were also Members of the League, and as many of the chief technical delegates were also members of the technical organisations of the League, it was but natural that many of their discussions should be based upon work hitherto achieved by the League and that a considerable part of the future work to be carried on after the conclusion of the Genoa conference should be entrusted to the continuing bodies within the League.

At the official invitation of the Italian Government addressed to the Council of the League, the Secretary-General sent to Genoa, for the purpose of giving the conference any technical information required of them, Professor Attolico, Under Secretary-General, in charge of transit questions; M. Haas, Secretary-General of the Transit Commission of the League; and Mr. Nixon, Director of the Economic and Financial Section of the Secretariat. Dr. Rajchman, Director of the Health Section, and Secretary-General of the European Anti-Epidemic Conference at Warsaw, was also sent to Genoa in connection with the presentation to the Genoa conference, through the Council of the League of the resolutions adopted at Warsaw, the plan devised in these resolutions being regarded as a necessary element in Russian reconstruction.

As soon as the work of the technical commissions began, the representatives of the corresponding technical organisations of the League were invited to take part in a consultative capacity. In fact, the debates of the Economic and Financial Commissions took the work of the Brussels Financial Conference as a starting point, and those of the Transport Commission used the work of the Barcelona Transit Conference in the same way.

Generally speaking, the conference decided that the League should continue the tasks upon which it is already engaged (this also applying to political questions) and should extend them in certain definite directions. Russia alone made reservations in connection with work referred to the League of Nations on the grounds that she was not a Member of the League and did not recognise it. These reservations were noted and the resolutions were adopted. The Financial and Economic-Commission of the League is meeting in Geneva early in June, and will then consider such of these matters as concern it.

In the realm of transport, it was declared desirable that the competent technical organisations of the League of Nations with the addition of one representative of any State which is not a Member of the League in cases in which such a State may be interested, should be invited to examine from time to time the progress achieved in carrying into effect the provisions set forth in the resolutions of the Transport Commission, and to this end should be invited to summon, with the consent of the States concerned, special conferences of experts. The conference definitely interpreted this resolution to imply that in such conditions non-Members of the League should stand upon a footing of complete equality with Members. All the European States signatories of the Conventions signed at Barcelona were urged to ratify them at the earliest possible moment if they had not already done so, and other European States were urged to put them into operation without delay. The Italian delegation announced in plenary session that they were taking immediate steps to ratify the Barcelona conventions. The conference noted with satisfaction the work accomplished at Barcelona in regard to the regime of international ports. It deemed it desirable that the conventions relating to ports, railways, and waterways contemplated by the treaties of peace should be prepared and put into operation as soon as possible, and that the recommendations of the conference of Barcelona regarding the international regime of railways should

be put into operation without delay. The conference also expressed the view that in the matter of passport visa regulations, all countries should apply as soon and as widely as possible the recommendations and resolutions of the passport conference held at Paris in 1920 under the auspices of the League. The report of the Transport Commission contains a summary of the conventions and recommendations adopted at Barcelona prepared by the two League experts in attendance. The President of the Transport Commission (M. Jaspard) declared that the work of the Commission had been greatly facilitated by the work accomplished by the League of Nations at Barcelona, and thanked the League for the continued help that it was able to give.

In the Financial and Economic sphere, M. Facta, the Italian Premier and President of the Conference, stated that the resolutions adopted by the Brussels Financial Conference had in many points served as a basis for the financial work at Genoa. The conference invited the League to consider measures in international cooperation to prevent tax evasion. It considered that this might be undertaken in connection with the problem of double taxation now being studied by a committee of experts on behalf of the League. Each country was urged to undertake the publication of frequent and complete statements of the conditions of its public finances, and it was suggested that such statements should be regularly supplied to the League, and that the League should continue to compile and issue periodical volumes based on returns from as many countries as possible whether Members of the League or not. The conference recalled the principle of equitable treatment of commerce set out in Article 23 of the Covenant of the League, and recommended that commercial relations should be resumed upon the basis of commercial treaties resting, on the one hand, upon the system of reciprocity adapted to special circumstances, and containing, on the other hand, in those cases in which it is possible, the most favoured nation clause. The question relating to dumping and differential prices being amongst those which concern most closely the equitable treatment of commerce, it was declared desirable that the League should undertake at an early date an enquiry on the subject. The League, in collaboration with other competent organisations established by international convention, was invited to facilitate the carrying into effect of the resolutions of the Economic Commission concerning the publication of tariffs, of import and export restrictions, etc., and it was declared desirable that all Governments should inform the League of all modifications introduced into their customs tariffs and in their regulations relating to import and export prohibitions or restrictions. The League was asked to continue the enquiries it was now making as to the best means of safeguarding the validity of voluntary agreements to refer to arbitration disputes arising out of commercial contracts. It was recognised that double taxation should be avoided by agreements between nations, and that the principles might suitably be elucidated by the examination of the matter now being undertaken by the League.¹

As regards epidemics, Mr. Schanzer, Italian Foreign Minister, moved a resolution at the last plenary session on behalf of the inviting powers approving the principle of the anti-epidemic campaign of the League and of the plans adopted at the Warsaw Conference, and recommending to the European Governments to examine as a matter of urgency the putting into operation of these plans, and to address an appeal to their respective parliaments with the object of obtaining the necessary financial means. A request from a mixed commission of the Red Cross organisations concerning the extension of the Geneva conventions was transmitted to the League of Nations.

On the political side of the Conference, it was decided that such questions as were definitely recognised to be within the competence of the League of Nations or were already being dealt with by the League, should be left to it for final settlement. Technically, therefore, these matters were not brought before

the Conference. They included the Bulgarian and Hungarian memoranda on the subject of Minorities, and a petition from the Territory of the Saar. Several other questions, such as that raised by the Bulgarians regarding an outlet to the Aegean Sea, were also decided by the inviting powers to be within the competence of the signatories of the Peace Treaties, and in the same way the Conference was not asked to deal with them.

Up to the time of the conclusion of the Council meeting at Geneva, the official notification of the questions referred by the Genoa Conference to the League had not been received in Geneva, but the Council passed a general resolution authorising the Secretary-General in consultation with the President of the Council to refer such technical questions to the proper technical organisations.

The President of the Conference has addressed a letter to Geneva expressing gratitude for the services rendered by the League of Nations officials.

III. The Permanent Court of International Justice.

1. POSITION OF STATES WHICH ARE NOT MEMBERS OF THE LEAGUE OR MENTIONED IN THE ANNEX TO THE COVENANT.

The conditions under which the Permanent Court of International Justice is to be open to all nations not members of the League and not mentioned in the Annex to the Covenant, were laid down at the May Meeting of the Council, when a definite procedure was drawn up in accordance with the Statute of the Court and the Court made available to all nations.

When, last February, the Court was drafting its rules of procedure, it found it impossible to make definite provision for the procedure by which such States should be able to appear before the Court, as this question had been entrusted to the Council of the League by Article 35 of the Court Statute on the condition that no nation be placed in a position of inequality before the Court, and subject to the provisions of the Treaties in force. Consequently the President of the Court called the Council's attention to the desirability of deciding the question as soon as possible.

The Court felt that the main problem was whether the Council should draw up in advance general rules applicable to all cases, or deal separately with each case as it arose. The Council decided to adopt the first solution by laying down a general rule that States not members of the League and not mentioned in the Annex to the Covenant may be parties to proceedings before the Court on condition that they shall have previously deposited a declaration accepting the jurisdiction of the Court and undertaking to carry out in full good faith its decisions, and not to resort to war against a State complying herewith. The States concerned may fulfil this requirement by either a particular or a general declaration. When making a general declaration, a State is free to accept the compulsory jurisdiction of the Court, but unless there is a special convention to this effect, members of the League or States mentioned in the Annex to the Covenant which have signed the optional clause for compulsory jurisdiction will not be required to treat such a State on a basis of reciprocity. States which are not Members of the League will pay their pro-rata share of the Court's expenses when they are parties to proceedings before the Court.

2. CASES SUBMITTED FOR AN ADVISORY OPINION.

The first two cases to be presented to the Permanent Court of International Justice were referred to it by the Council of the League at its May Meeting.

When, therefore, the Court meets in its first regular business session at the Hague on June 15th, it will be able to begin at once the role assigned it of interpreting international law. Both cases concern the labour provisions of the Peace Treaty, and were referred to the Court for an advisory opinion in accordance with Article 14 of the Covenant.

The first question regards the interpretation of Article 389 of the Treaty of Versailles, dealing with the appointment of delegates by the States Members of the International Labour Conference in agreement with the most representative organisations of employers or workers. It will be recalled that some time before the International Labour Conference at Geneva in October 1921, the Netherlands Federation of Trades Union protested against the labour delegate appointed by the Dutch Government. In accordance with a resolution adopted by the Conference, the Governing Body of the Labour Office placed the matter before the Council of the League, which now asks the Permanent Court to give an advisory opinion upon the question: "whether the workers' delegate for the Netherlands at the Third Session of the International Labour Conference was nominated in accordance with the provisions of Paragraph 3 of Article 389 of the Versailles Treaty".

The second case concerns the competence of the International Labour Office in questions connected with agricultural labour, and was brought before the Council by the French Government. The Council decided to request the Permanent Court to give an advisory opinion upon the question: "Does the competence of the International Labour Organisation extend to international regulation of the conditions of labour of persons employed in agriculture?"

IV. General Questions.

1. AMENDMENTS TO THE COVENANT.

During the last month, Australia, Canada, and the British Empire signed the protocol of the amendments to the Covenant voted by the second Assembly, with the exception of those bearing on article 16 (Economic Blockade). New Zealand signed the protocol with the same exception and with a special reservation as regards article 6 (Allocation of Expenses).

The Italian Government signed the protocol of the amendment to article 6, having at a previous date ratified the others. The Cuban Government signed the protocol with the exception of the amendment to article 6.

2. REGISTRATION OF TREATIES AND INTERNATIONAL AGREEMENTS.

Among the treaties and agreements registered with the Secretariat of the League in May may be mentioned exchanges of notes between the Netherlands, Spain and Bulgaria, communicated by the Dutch Government and defining the commercial relations between these countries. Austria has deposited the text of an agreement on passports and visas concluded by Austria, Hungary, Poland, Roumania, Serbia and Czecho-Slovakia.

Columbia has forwarded the text of a treaty concluded with the United States, signed at Bogota on April 16th, 1914, relative to the settlement of a dispute in connection with the Panama incidents of November 1903. The German Government has registered treaties of peace between Germany and China, signed May 20th, 1921, at Peking. No exchange of instruments of ratification took place. The agreement came into force subsequent to reciprocal telegraphic notification of the ratification by the Governments concerned.

Up to the present date, two hundred and sixty-three international conventions and treaties have been registered with the Secretariat of the League.

3. THE SEVENTH SESSION OF THE PERMANENT ADVISORY COMMISSION ON NAVAL, MILITARY AND AIR QUESTIONS.

The Permanent Advisory Commission on Naval, Military and Air Questions has just completed its 7th session at Geneva, where it studied certain questions submitted to it by the Council of the League. This Commission is a permanent, technical body and should not be confused with the Temporary Mixed Commission on the Reduction of Armaments. Regarding the request of this latter body for a definition of the term "war material", the Permanent Consultative Commission, in agreement with the Committee of Jurists of the Conference of Ambassadors, decided that the only way to attach a definite meaning to "munitions and war material", the private manufacture of which is condemned by Article 8 of the Covenant, is to draw up a list of materials serving exclusively for war purposes. The Commission however, points out that the list can never be final and is only of relative value.

As for the further resolutions of the 2nd Assembly concerning the destruction of surplus war supplies left over from the war, the Commission pointed out that this had already been done by the various governments concerned, and that the only question remaining was that of war supplies possessed by private individuals or states that had no right to have them. This question comes within the scope of the St. Germain Arms Traffic Convention and is, in the opinion of the Commission, a further urgent argument in favour of the ratification of this Convention by the governments concerned.

(For the decision of the Commission with regard to the manufacture of aeroplane material in the Free City of Danzig see under special heading *Danzig*.)

4. THE LEAGUE BUDGET AND ACCOUNT.

The draft budget for 1923, amounting to a total of Fr. Sw. 25,248.190, of which Fr. Sw. 8,188.962 are required for the International Labour Office and 2,000.000 francs for the Permanent Court of International Justice, was approved for transmission to the Members of the League by the Committee of Control which was appointed by the Council at the recommendation of the Second Assembly, and which met in Geneva during May. The Committee consisted of M. NOBLEMAIRE, President (France), Sir James ALLEN (New Zealand), M. OSUSKY (Czecho-Slovakia), M. WADDINGTON (Chili), and Dr. NEDERBRAGT (Netherlands), the latter acting as Rapporteur.

The accounts for 1921 have been audited by Mr. R. Zuyderhoff, Member of the Auditing Department of the Netherlands, who, after an extensive examination, declared himself satisfied with the correctness both of the accounts and of the book-keeping. His report the Council also directed be distributed to the Members of the League.

5. COMMITTEE ON INTELLECTUAL COOPERATION.

In its session of the 15th May, the Council decided to send invitations to eleven individuals of especial competence in different branches of sciences and of letters, as well as in matters of international intellectual organisation, asking them to form part of the Committee on Intellectual Cooperation provided for by the Second Assembly. The following individuals, to whom a twelfth member is to be added later, were selected:

- MM. D. N. BANERJEE, Professor of Political Economy at University of Calcutta;
- H. BERGSON, Honorary Professor of Philosophy at the College of France; Member of the French Academy;
- Mlle BONNEVIE, Professor of Zoology at the University of Christiania, Norwegian Delegate to the Assembly of the League of Nations;
- M. DE CASTRO, Director of the Medical Faculty at the University of Rio de Janeiro.
- Mme CURIE SKŁODOWSKA, Professor of Physics at the University of Paris, Honorary Professor at the University of Warsaw; Member of the Paris Medical Academy, and of the Scientific Society of Warsaw;
- MM. DESTRÉE, Formerly Minister of Science and Fine Arts; Member of the Royal Academy of Archeology of Belgium;
- A. EINSTEIN, Professor of Physics at the University of Berlin; Member of the Royal Academy of Amsterdam and of the Royal Society of London, and of the Scientific Academy of Berlin;
- G. A. MURRAY, Professor of Greek Philology at Oxford University; Member of the Council of the British Academy; Delegate for South African Union to the Assembly of the League of Nations;
- G. DE REYNOLD, Professor of French Literature at Berne University;
- F. RUFFINI, Professor of Ecclesiastical Law at Turin University. Formerly Minister of Education; President of the Union of the Associations for the League of Nations; Vice-President of the Royal Academy of Turin.
- DE TORRES QUEVEDO, Director of the Electro-Mechanical Laboratory of Madrid; member of the Spanish Academy of Science.

The first session of the Committee will probably take place at Geneva on August 1st. While it is impossible to foresee the exact detailed programme of its studies, the discussions which have already taken place in the Assembly and the Council indicate the three following general lines of consideration:

1. The possibility of encouraging and perfecting the international organisation of scientific research, especially in taking into account efforts made to the same end by the different associations.
2. International relations between the Universities, the means of facilitating the exchange of professors and students, the different proposals for organising an International Universities' Bureau, and perhaps of an international University:
3. The international organisation of bibliography and the exchange of scientific publications, questions which are of special interest to countries of low exchange and distant from the great intellectual centres.

6. LATIN-AMERICAN LIAISON OFFICE.

In 1921 the Commission of Enquiry, appointed to examine the organisation of the Secretariat, proposed that in Latin-America a local information office should be established for the purpose of bringing this part of the world into close contact with the League. The following July the Secretary-General sent to Latin-America two members of the Secretariat, whose mission it was to sound the opinions of the various Governments and to draw their own conclusions both as to the desirability of creating an information office and as to the locality best suited for the purpose. From their report based on investigations in Cuba, Panama, Peru, Chile, Argentine, Uruguay and Brazil, it appeared that the establishment of an American office would represent only a very slight saving of expense, but that, regarded from a moral and political point of view, it would be of distinct value. The various opinions as to the advantage of a Latin-America office were found however, to differ considerably

The Second Assembly approved the establishment of the office in principle and made the Secretary-General responsible, under the authority of the Council, for carrying out the details of the scheme.

The Council has considered it advisable, however, to wait until the delegates from Latin-America should have an opportunity of stating their opinions as to the next suitable site for the proposed office at the next meeting of the Assembly. But, in order that the recommendation of the Assembly might be adopted as far as possible without delay and that contact with Latin-America might be improved the Council decided to establish a small temporary office in Geneva, at the seat of the Secretariat. The members of this office are to be chosen from among the nationals of Latin-American States and shall be attached to those sections of the Secretariat which offer the best opportunities of becoming familiar with the work of the League.

7. THE INTERNATIONAL HYDROGRAPHIC BUREAU.

The progress of the various national hydrographic bureaux in surveying and charting the world's shipping routes is illustrated in a series of reports transmitted from those bureaux by the International Hydrographic Bureau at Monaco, which has recently become affiliated with the League of Nations. The Secretary-General of that bureau has forwarded to the League's Secretariat at Geneva, and to the national hydrographic offices, reports received from the hydrographic bureaux in Italy, Sweden, Norway, Denmark, the British Empire, the Netherlands, Greece, and France. These reports discuss such questions as recent or projected surveys of seaboard and river trade routes, new sailing directions, new publications such as on Atlantic Ocean steamship routes and world sailing routes, the use of aircraft in detecting shoals and submerged rocks, and other important problems.

8. THE COMMISSION ON CONCILIATION.

The Commission instituted in accordance with the decision of the Second Assembly to study the proposals of the Norwegian and Swedish Governments for the development of a procedure of conciliation in international disputes, began its session at Geneva on May 23rd.

The Commission had before it a number of new and interesting proposals and expected to sit for perhaps two weeks. Its membership was as follows:

- M. ADATCI (President), Japanese Ambassador to Brussels;
- M. HOLD VON FERNECK (Austria);
- M. CHARLES DE VISSCHER (Belgium);
- M. GIL FORTOUL, Venezuelan Minister to Paris;
- M. UNDEN (Sweden).

V. Technical Organisations.

I. THE PROVISIONAL HEALTH ORGANISATION.

a) The third Session of the Health Committee.

The Health Committee held its third session in Paris, under the chairmanship of Dr. Madsen, from May 11th to May 16th, 1922. On the agenda figured questions relating to the work of the International Conference on the Standardisation of Sera and Serological Tests, the Commission on International Agreements for the Prevention of Epidemic Diseases in the Near East, the work of the League Health Organisation, and the Warsaw Conference.

The Committee authorised the chairman to summon a conference of the institutions engaged in the investigation of anti-diphtheric and anti-tetanic sera as soon as the progress of the programme set up by the International Conference on Sera justified this measure without waiting for the completion of the work in other respects. It further drew the attention of the Council of the League to the advisability of a prompt revision of the International Health Convention of 1912, with a view to improving its epidemiological provisions and unifying quarantine regulations. As the French Government had already been requested by the Office International d'Hygiène Publique to convene a conference for this very purpose, the League Health Committee expressed the hope that this meeting might take place before the end of the present year and that the Council of the League would appeal to States Members to do all in their power to facilitate the work of the conference and hasten the ratification of the new convention.

After hearing the report of the Medical Director on the work of the Health Section of the League, the Committee congratulated the Medical Secretariat on the publication of epidemiological data on Eastern Europe, and approved the pursuance of this activity, until a regular service be organised in accordance with the decision of the second Assembly. It further recommended that Governments be approached with a view to organising — temporarily at least — an exchange of members of the public health services.

Regarding the incidence of sleeping sickness and tuberculosis in Equatorial Africa and the adoption of suitable prophylactic measures, the Committee was of the opinion that a technical committee should be appointed by the African mandatory Powers with a view to centralising documentary evidence on the subject.

The gravity of the epidemic situation in Eastern Europe, as outlined in the report of the Medical Director on the Warsaw Conference, afforded the Committee an opportunity of drawing the attention of the League Council to the urgency of securing means to adopt international measures for the protection of the health of Europe.

b) The Expenses of the Warsaw Conference.

At its session of May 11th the Council discussed the general question of the expenses incurred in connection with the participation of the League organisations in the work of the Warsaw Conference. These expenses amount to 40,000 gold francs.

There was no precedent in existence to guide the Council in its decision, for the Warsaw Conference was the first of those special conferences which, in accordance with a resolution passed by the Second Assembly, may be called at the request of a member of the League. On the one hand the States invited to the Conference did not include all the members of the League, and on the other, they included certain states — for instance Germany, Soviet Russia, the Ukraine, Hungary and Turkey — that are non-members.

At Marquis Imperiali's suggestion, the Council decided that the League of Nations was morally bound to share in the organisation expenses of the Health Conference held under its auspices, since all the nations belonging to the League would benefit by the work accomplished which in fact had been initiated by the Assembly itself. It was agreed, however, that this decision should not form a precedent.

2. THE ECONOMIC AND FINANCIAL ORGANISATION.

a) The Reports of the Economic and Financial Commission.

The Council approved *in toto* the reports submitted by the Financial and Economic Commission, on the findings of the respective Committees. This means

inter alia that the Commission will push on preparations for an international conference in autumn 1923, with the object of introducing as much uniformity as possible into the various systems of legislation on bills of exchange, including cheques and promissory notes. The Commission will also continue its study of the questions of reciprocal treatment of foreign banks, double taxation, arbitration clauses in commercial contracts between citizens of different states, unfair competition, lost, stolen or destroyed securities, and fair treatment of commerce (See the summary of the reports of the Financial and Economic Commission given in Vol. II. No. 3, of the Monthly Summary).

The appointment of M. Dvoracek (Czecho-Slovakia) and of Mrs. Campion (Australia) to the Economic Committee of the League organisation was also approved.

b) The Czecho-Slovak Loan and the League.

A novel departure in international finance was proposed to the Council at its May meeting by the provisions of a loan recently issued for the Czecho-Slovak Government in London, Amsterdam and New-York. Official notification was given in a letter signed by Dr. Posposil, Czecho-Slovak Financial Delegate in London, and countersigned by Baring Brothers, the house of issue, that the Council and the Financial Committee of the League had been constituted arbiter in certain disputes which might arise out of the terms of the agreement. In addition it was provided that:

"In the event that the Government of Czecho-Slovakia does not fulfil its agreed obligations and in the event of the Government and Baring Brothers and Company Ltd., being unable to arrive at an arrangement mutually satisfactory, the Council of the League of Nations will be empowered to make the best arrangements for the protection of bondholders. Provided that the previous consent of the majority of the value of bondholders, at a meeting as provided in the General Bond, shall be obtained before any arrangement is accepted or the intervention of the Council of the League of Nations is invited."

The Council instructed the Financial Committee to ascertain what responsibilities might be incurred as a result of the arrangement proposed, whether the League should accept these responsibilities, and, if so, on what terms. This question is to be considered at the meeting beginning on June 8th.

VI. Administrative Questions.

1. THE FREE CITY OF DANZIG.

The Council at its eighteenth session was faced once more with a considerable number of questions concerning Danzig, — in most cases appeals by Poland or the Free City against decisions of the High Commissioner. Several of these questions, including the involved and far reaching problems of the conduct by Poland of the Foreign Relations of the Free City and the Judicial status of Polish Government Property Officials and Ships in Danzig, — were first discussed in detail by Dr. Sahn, President of the Senate of the Free City, and Monsieur Askenazy, the Polish Representative, under the auspices of the rapporteur and with the cooperation of the High Commissioner, General Haking. During these conversations an agreement was reached on various special points in the High Commissioner's decisions and both parties agreed to withdraw their appeals against his ruling. The appeal of the Danzig Government against the decision with regard to the question of direct judicial relations between Danzig and Germany was also withdrawn as the result of similar negotiations and the Council set forth a general principle for the

settlement of the question of the expulsion of Polish nationals from the Free City. Further practical arrangements with regard to the latter are to be discussed by the two parties with the High Commissioner in Danzig.

On the last day when Danzig questions were considered, the High Commissioner called the attention of the Council to the fact that the two parties had been able to reach an agreement between themselves on all the cases of appeal against his decisions. He suggested therefore that the two parties should try to come to an understanding before they made an appeal to the Council, particularly as this would avoid much work and expense for the League. The Council supported the High Commissioner's view and agreed to his recommendation.

The High Commissioner also informed the Council that under the provisions of Article 103 of the Treaty of Peace of Versailles, he had agreed to the Constitution of the Free City as amended in accordance with the decisions of the Council of the League. The Constitution, it will be remembered, was placed under the guarantee of the League in November 1920, but the amendment with regard to the term of office of the Senators was not adopted by the Danzig Assembly until last April.

Among other things the Council adopted the report of the Military Naval and Air Commission of the League which laid down that the Commission's definition of September 30th 1921 concerning Military aircraft could not be changed. Consequently consent could not be given to the request of the Danzig Government for greater facilities as regards the manufacture of aircraft in the Free City.

The report of the Financial Committee of the League on the financial situation of the Free City was forwarded to the Danzig Government with a request for their observations.

For summary of this report, see the *Monthly Summary*, volume II, No. 3, page 59.

2. THE PROTECTION OF MINORITIES.

The question of the protection of Minorities came before the Council in three ways, first from the fact of the admission of certain countries into the League, second as a result of the petitions addressed to the Council, and third as a consequence of the recent signature of the German-Polish Convention on Upper Silesia.

1. Protection of Minorities in Albania, Esthonia, Latvia and Lithuania. — The Brazilian Representative was requested by the Council to continue the negotiations with the Albanian, Esthonian and Latvian Governments in order to give effect to the declaration made by the representatives of these three countries at the time of their admission to the League.

The Council also approved the terms of a declaration applicable to the whole of Lithuania, and by which the Lithuanian Government binds itself to give complete guarantees of liberty and justice to all the inhabitants in its territory of whatever race, language or religion. This declaration contains the same stipulations as found in several Minorities treaties. It was accepted for Lithuania by Mr. Sidzikauskas, who declared that Lithuania would not fail to observe fully the dispositions contained in it and already, in fact, in force in that country.

2. German Minorities in Poland. — The Council decided urgently to request the Polish Government to postpone, until the Council had time for further consideration, all administrative or judicial measures which might be injurious to the normal situation of the agriculturists mentioned in the petitions of the „Deutschtumbund“ of Bydgoszcz (Bromberg). At the same time it requested

the Representative of Poland to examine with the Secretary-General the different legal questions raised in the report of the Committee of the Council in order to give the Council the opportunity of deciding whether certain questions should be referred to the Permanent Court of International Justice for an opinion.

3. *Minorities in Upper Silesia.* — As provided in the recommendation of the Council of the League to the Conference of Ambassadors, with regard to the stipulations as to the protection of Minorities contained in the Germano-Polish Convention just concluded, the Council decided that after ratification of the Convention the guarantee of the League of Nations should be extended to these provisions in the same way as the stipulations of the Treaty concluded one June 28th, 1919, between the Principal Allied and Associated Powers and Poland.

3. MANDATES.

a) *The Palestine Mandate.*

Lord Balfour, at the opening meeting of the Council on May 11th, requested the addition to the Council's Agenda of the question of the approval of the terms of the British Mandate over Palestine. He announced that the Government of the United States had, as a result of negotiations with the British Government, given its most cordial assent to the general contents of the Mandate's terms. Lord Balfour said that he was well aware that until the Treaty of Sèvres is really ratified, the Mandate cannot be legally issued, but that his Government was of opinion that if the Council would announce that, so far as it can, it approves the terms of the Mandate, it would have a beneficent effect upon the administration of Palestine. He added that the task before the Mandatory Power in Palestine is by no means an easy one, and that it is bound to be rendered still more difficult by the continuing uncertainty as to the final status of the territory.

As this question had not been preciously announced to the Council, Marquis Imperiali and M. Bourgeois suggested that it be postponed till the next sitting. At the session of May 17th, Lord Balfour made a general declaration in which, while expressing disappointment that it did not seem possible for the Council to take action at this session, stated that this delay was not due to a change in the general policy adopted by the Allied and Associated Powers and the League of Nations. Whatever might happen to the Treaty of Sèvres, those parts of the Treaty dealing with Mandates would remain entirely unaffected. No one need be under the least fear, and no one need entertain the least hope, he added, that those broad lines of policy would suffer any alterations. The delay which had already taken place was due to the attitude of the United States, which very naturally claimed a full voice in the question of Mandates. Now, however, that the United States had approved the British Mandate, certain questions of a purely technical nature remained to be settled by the Powers signatory to the Treaty of Sèvres. Public opinion had no reason to feel alarm lest the terms of the declaration known as the "Balfour Declaration", which provides for a national home for the Jews, be modified. Lord Balfour, in conclusion, expressed deep surprise

"that any human being should suppose that Christian interests would suffer by the transfer of power in Palestine from a Mahommedan to a Christian power, and my surprise is not diminished when I reflect that that Christian power is Great Britain."

He then requested that the question of the Palestine Mandate should be taken up at a meeting of the Council to be held within the next six weeks at the latest.

M. Adatci (Japan) also urged the necessity of an early ratification of the Mandates, on the ground that public opinion would ill-understand a further delay in approving them.



M. Bourgeois and Marquis Imperiali were also of the opinion that it was in the interests of all that this grave question of Mandates should be settled with the least possible delay. M. Bourgeois stated that France, who also had been entrusted with a Mandate, was suffering from the same administrative difficulties as those mentioned by Lord Balfour. Both M. Bourgeois and Marquis Imperiali agreed with Lord Balfour that whatever may happen to the Treaty of Sèvres, the Mandates principles have been established once and for all, that no change has been made in the general policy of the Allied and Associated Powers, and that no problem of general politics could separate or divide the Allies. But the Powers other than Great Britain still await the outcome of the negotiations undertaken with the United States to secure the recognition of the Mandates attributed to them. It seemed difficult to ratify one Mandate of Asia Minor without ratifying also the others, especially as the juridical basis of the Treaty of Sèvres is still unsettled.

It was generally agreed by the Council that the Mandates question must be examined again well in advance of the Assembly and after some discussion agreement was reached on Lord Balfour's proposal that the Council meet not later than July 15th.

b) The Nationality of the Inhabitants of Mandated Territories.

The question of the nationality of inhabitants in Mandated Territories came up for discussion in the May Meeting of the Council.

Marquis Theodoli, President of the Permanent Mandates Commission, submitted the report of an enquiry made with two of his colleagues at the request of the Council, as to the views of the Mandatory Powers, namely Australia, Belgium, France, Great Britain, Japan, New Zealand and South Africa. All these Powers, it was stated, were agreed that it would not be proper to assimilate these inhabitants to their own nationals, or to the inhabitants of their own colonies, but that in general it would be better to give them a special status conformable to the requirements of the new principle of the Mandates.

The Council, as provided in the Covenant, requested the Permanent Mandates Commission to make its own full recommendations on the question.

VII. Political Questions.

I. THE UPPER SILESIAN SETTLEMENT.

The dispute over Upper Silesia, admittedly one of the most complicated phases of the reconstruction of Europe after the war, was finally settled during the course of the month, when the German and Polish delegations concluded their six months' negotiations by the signature of joint Convention which has been called the "Charter of the economic and social life of Upper Silesia", for the next fifteen years, and the Council of the League of Nations appointed the Presidents of the Mixed Commissions and of the Arbitral Tribunal which are to supervise the execution of that Convention. The Convention itself, comprising 606 Articles, is one of the most complex diplomatic documents ever drawn up, considerably longer than the Versailles Treaty. It was drawn up throughout by mutual agreement between the two parties, and at no time necessitated the delivering of an arbitral decision by M. Calonder, the Swiss President of the Conference, appointed by the Council of the League.

The Convention was signed by the two plenipotentiaries at a public meeting held at the League Secretariat at Geneva on May 15th, in the presence of the Secretary-General of the League.

The meeting was opened by M. Calonder, who, in his capacity as President, emphasized the immense significance of the conclusion of this Convention, which he hoped would open a new epoch in the relations of the two countries. Praising the conciliatory spirit shown by the two plenipotentiaries and their governments and which had made it unnecessary for him to use his arbitral powers, M. Calonder went on to speak of the confidence the two delegations had shown in the League and of which they had given practical proof by making the Council and the Permanent Court of International Justice the court of appeal in case of disputes arising out of certain clauses of the Convention.

"The League of Nations", concluded M. Calonder, "whose champion I am proud to have been in my own country, is not only written into the Articles of the Covenant. It is a way of thought, it is a method of action, it is an atmosphere. Has not the League of Nations appeared to you living in spirit and in action, already strong and calmly confident in the tasks it has assumed, amid the factions and confusion that still trouble Europe?"

M. Schiffer, head of the German delegation, thereupon expressed his profound gratitude to M. Calonder. He went on to remark that the document which had just been signed represented for Germany not only a piece of work that had been well and intricately brought to a conclusion, but was

"the last act of a tragedy that for his country was not a play on the stage, but was a harsh reality. It was not of our own free will that we took part in the Geneva negotiations, but in accordance with an engagement arising out of the decision of October 20th 1921. The reservation which we then made regarding this constraint is maintained, and is in no wise affected by my signature to this Convention . . . Nevertheless, the importance of a historic moment is chiefly that it is not only an end, but also a beginning. The 'finis' that we have written under the Convention is at the same time the starting point of fresh developments. That is why in order to do justice to the solemnity of the occasion we should not only look backwards, we should not only keep our eyes fixed on the present, we should also look forward. We wish and we hope that the work we have just finished may prove a solid basis for the prosperity of Upper Silesia and for the establishment of frank and friendly relations between Germany and Poland."

M. Olszowski, the chief of the Polish delegation, then spoke as follows:

"The signing of the Convention has settled the Upper Silesian question by means of free agreement between Poland and Germany. This fact is of capital importance from the point of view of the new system of international relations for which the League of Nations stands. The signing of this Convention proves that even the most difficult problems may be solved by means of direct negotiation and a spirit of conciliation."

M. Olszowski praised the wisdom displayed by the Conference of Ambassadors in deciding, on the recommendation of the League Council, that the negotiations should be presided over by an arbiter; he likewise complimented the Council on being so happily inspired as to choose for arbiter a man "of such gifts and such high authority as President Calonder", and joined with the latter in expressing the hope that the Governments and peoples concerned would apply the Convention in the same conciliatory spirit in which it was drawn up.

The Convention consists of 606 articles, ample annexes and a final protocol; it comprises 302 pages and is divided into two parts, each consisting of several chapters and sub-chapters.

The first part, General Regulations, is divided into three chapters: the first lays down the system of law obtaining in the two parts of the plebiscite area; the second deals with the protection of acquired individual rights, and the third determines the conditions in which expropriation of big industrial or landed property may or may not take place.

The second part is concerned with questions of nationality and domicile, and the steps by which inhabitants of the plebiscite area who wish to change their nationality can do so.

The third part deals with the question of protection of Minorities and lays down the solution of numerous and difficult questions concerning particularly religion, schooling and language. It also indicates the methods by which the rights of Minorities can be safeguarded. Article 72 declares that "these stipulations constitute obligations of an international character, placed under the guarantee of the League of Nations".

The fourth part is concerned with social questions, notably the organisation of Employers and Workmens' Unions, as well as of collective contracts and social insurance.

The fifth part, dealing with economic questions, is divided into eight chapters dealing respectively with the subjects of customs duties, frontier permits, currency and banking systems, mineral products, distribution of water and electric power, post and telegraphs and finally railways, whose regulation is provided for in great detail.

The sixth and last part deals with the organisation of the Mixed Commission and the Arbitral Tribunal stipulated by the decision of the Conference of Ambassadors. The Mixed Commission is an organ of conciliation; the Arbitral Tribunal is a judicial organ. These two organs have been created for a period of fifteen years. The Mixed Commission is intended to mediate difficulties that might arise between the two countries as a result of applying the Convention. For questions of a technical nature, or requiring special knowledge such as, for instance, labour questions, the Mixed Commission will be assisted by experts, notably by a Consultative Labour Committee, whose chairman will be appointed by the Governing Board of the International Labour Office. The Arbitral Tribunal, on the other hand, will primarily be an organ for interpreting the Convention in cases where individual rights are concerned. Its powers extend not only to civil, but also to administrative questions.

The Mixed Commission is to be composed of two members of each of the two countries and of a Chairman of some other nationality; the Arbitral Tribunal will be composed of an Arbiter from each of the countries and a President of some other nationality. The Chairman and the President are to be appointed by the Council of the League of Nations. This is not the only duty that will fall upon the Council of the League. There are other important duties, notably where the protection of Minorities is concerned. Two articles of the Convention establish the competence of the Permanent Court of International Justice for determining, on the one hand, in certain cases whether new laws can be substituted for existing laws of German Origin in Polish Upper Silesia; on the other to solve differences of opinion that might arise from the putting into execution of the expropriation clauses in the Convention.

After the termination of the Upper Silesian Conference, M. Calonder was received by the Council of the League at a public meeting on May 16th. M. Quiñones de León, the President of the Council, expressed the thanks of this body for the manner in which M. Calonder had discharged the delicate and onerous duties entrusted to him. M. Quiñones de León thereupon announced the decision of the Council to invite M. Calonder to accept the Presidency of the Mixed Commission in Upper Silesia, and M. Kaeckenbeck to become the President of the Arbitral Tribunal. M. Kaeckenbeck is a Belgian jurist and a member of the League Secretariat, and took an active part in the work of the Conference as Chairman of the Drafting Committee which was responsible for fixing the final form of the Convention. The Council's choice in both cases was the outcome of the spontaneous and unanimous desire of the German and Polish delegations.

Thus the Upper Silesian Convention, providing for an economic and cultural régime intended to preserve for the next fifteen years a certain living unity in the area divided by the political frontier proposed by the Council and laid down by the Ambassadors' Conference, has been concluded by way of agreement between the two parties concerned, after long and arduous negotiations.

2. ALBANIA.

Further developments of considerable importance took place in the Albanian situation when the Council agreed to the proposal of the Albanian Government to follow up the results already accomplished through the League by the appointment of advisers to help effect the reconstruction of that country. On May 12th in public session and in the presence of the members of the Commission of Enquiry sent to Albania, the Council considered the general report of that Commission which brought out that, as a result of League cooperation, the country had been pacified, relations with neighbouring countries made progressively better, and the Albanians themselves given opportunity to turn their attention to the development of their natural resources. Lord Balfour gave as reasons for this favorable development the goodwill of the Albanian and Serb-Croat-Slovene Government, the efforts of the Commission itself, and the continuous discussion of the question at Council meetings where both Albanians and Jugo-Slavs were present.

"No corporate body, no nation, no statesman in the world", said Lord Balfour, "could have carried out what has been effected, except the League of Nations. If the Serb-Croat-Slovene Government and the Albanian Government have respected the decisions of the Assembly and the Council and of the Commission which the League sent out, the reason is this: that the Albanians and the Jugo-Slavs knew that the League itself, the Assembly and the Council, are working for no selfish purpose, and that they have given advice with the sole object of benefiting those to whom it is given."

The Council, therefore, decided to continue its interest in the fate of Albania. In response to a request from the Albanian Government submitted by Mr. Frasheri and supported by the Commission of Enquiry, it was decided that instead of bringing the work of that Commission to an end, one of its members should remain for the time being in Albania. Moreover, on the request of the Albanian Government that the League give its aid in the problem of the internal reconstruction of the country in order to make it attractive to foreign capital, the Council asked the Economic and Financial Commission to send experts to Albania to report on the measures best calculated for this purpose, and the Financial Commission to submit to it a list of candidates for the post of Financial Adviser to the Albanian Government. Finally, regarding the remaining frontier, the Council drew the attention of the Conference of Ambassadors to the passage in the report of the Commission of Enquiry regarding the situation on the Albano-Greek frontier, and expressed the hope that it may prove possible for the Conference of Ambassadors to find an early solution of this question.

3. POLAND AND LITHUANIA.

In the presence of the delegates of the parties concerned — M. Askenazy for Poland, M. Sidzikauskas and Jonnynas for Lithuania — the Council adopted two decisions which had been proposed by M. Hymans, the rapporteur on the Lithuanian-Polish dispute.

1. In view of the difficulties resulting from the maintenance, between Poland and Lithuania, of a neutral zone, in which no regular administration at present exists, the Council decided to recommend, once more as an urgent necessity, the establishment of a provisional line of demarcation across the neutral zone, in order to facilitate the civil and judicial administration of the communes included in that zone. A Commission will be sent to the spot to consider the best position for such a line, and to report to the Council. For the rest, the neutral zone will be maintained throughout its entire length, as regards military questions (quartering and transportation of troops and material of war).

2. In the interests of peace, the Council requested each of the two Governments to give it a separate assurance that they would pass an act of clemency annulling, whether in Lithuania, in Poland, or in the disputed territory, any sentences passed upon or *proceedings undertaken*, against persons detained or expelled for political reasons, but not accused of breaking the ordinary criminal law.

The Lithuanian representative feared that the first of the Council's resolutions would entail the implied recognition and regularisation of a *de facto* situation, and he declared on behalf of his Government that he could not accept it. M. Askenazy, on the other hand, accepted the resolution on behalf of the Polish Government. The representatives of Lithuania and Poland agreed to transmit to their Governments, and to recommend the acceptance of, the second decision of the Council regarding the release of political offenders.

VIII. Social and Humanitarian Questions.

1. RUSSIAN REFUGEES.

a) General Situation.

Dr. Nansen, High Commissioner of the League of Nations, presented a general report of the work accomplished in aid of the million and a half Russian refugees since the last meeting of the Council two months ago. Though it is obvious that, in the long run, the only satisfactory solution of this problem lies in the repatriation of these refugees, reports from all international relief agencies in Russia prove that it is far better for them to remain in Western and Central Europe than to attempt to return at the present time to their native country. Meanwhile, however, a considerable sum of money is essential to effect their proper distribution and absorption in their new economic surroundings. Dr. Nansen reported that Red Cross and other Societies have helped in the most generous manner to this end and even then, unfortunately, the funds available are insufficient to the needs.

The British Government had asked the High Commissioner to take over, against a payment of £ 150,000, the 4600 refugees in Egypt, Cyprus and the Serb-Croat-Slovene Kingdom. The High Commissioner has consented, and has arranged to send the majority of them to Bulgaria, where the cost of living is low, and work is comparatively plentiful. The Bulgarian Government has agreed to the admission of 2600 of the refugees in Cyprus and Egypt. Hungary is enquiring into the possibility of employing about 1000 Russians as labourers, and Austria has agreed to take 200 agriculturists and their families and in addition 300 German-speaking refugees without payment. Labour exchanges to assist refugees in finding employment are being established in Athens, Belgrade and Sofia, and another is under consideration for Germany. Negotiations are under way with the Canadian and Australian Governments with a view to their accepting a substantial number of agriculturists. If these projects can be satisfactorily executed, a great step will have been taken towards the solution of this most difficult problem.

As all plans for meeting the refugee problem involve a considerable transfer from one country to another, and as the Constantinople Office is spending over £ 200 a month in the rather unproductive work of securing visas for passports, considerable attention has been devoted to the question of obtaining visas free of charge, or at reduced rates. The French Government has proposed a conference of Government representatives to consider this question.

The British Government has undertaken to grant all visas free of charge, and other Governments, including the Albanian, Argentine, Austrian, Brazilian, Greek, Polish, Spanish and Swiss have greatly improved previous conditions.

b) Russian Refugees in Constantinople.

Early in May, the American Relief Administration approached the League of Nations with a proposal for cooperative action for the maintenance and evacuation of the 15,000 Russian refugees now in Constantinople. During the Council Session, Mr. Arthur C. Ringland, Representative of that Administration, and Major Davis of the American Red Cross, who were incidentally the first Americans to appear before the Council, explained the American proposal in detail. Mr. Ringland stated that the American Relief Administration was willing to maintain the refugees at an estimated cost of 100,000 dollars for the four months necessary to complete their evacuation, on condition that the Members of the League would agree to raise the £ 30,000 needed to transfer the refugees to other countries. He also added that the American Y. M. C. A. offered 50,000 dollars to assist in the education of the refugees in the countries of reception, while Major Davis stated that the American Red Cross would probably be willing to continue its aid until next autumn if it had some assurance that the other Governments would cooperate towards bringing about a final solution of the problem. Both spokesmen, however, pointed out that the matter was of extreme urgency and that the American offers would remain open only for a short time.

Lord Balfour stated that, of the £ 30,000 which the American Relief Administration requested the Members of the League to provide as their contribution to the work, the British Government had already offered £ 10,000, leaving a balance of only £ 20,000 to be raised by the others. He expressed the opinion that the American offer of cooperation should immediately be acted upon, not only because of the pitiable plight of the refugees, but also because failure to raise such a small sum would create a most disastrous impression not only in the United States, but also amongst the Members of the League.

M. Leon Bourgeois stated that efforts were being made to secure a contribution from France, and that he hoped for success. The other Members of the Council agreed to press the matter to the attention of their Governments, and at a later Session M. Adatci, the Japanese Representative, stated that he had just received a cable to the effect that Japan agreed to appropriate 30,000 Yen as its proportional share of the amount needed. Unofficial assurances were also received that other States Members of the League would contribute as soon as the necessary procedure had been complied with.

2. THE RUSSIAN FAMINE.

The council in its session of May 16th heard a report by Dr. Nansen, representing the Norwegian Government, on the present famine situation in Russia and on the measures proposed by the Norwegian Government for an examination of this situation. Dr. Nansen pointed out that according to reports from many different sources received by him, the Russian famine was even worse than was thought possible six months ago when the question came before the second Assembly of the League. The famine areas were the best agricultural provinces of Russia and the very provinces on which the whole of Russia was dependent for most of her food and coal. Moreover, the ravages of epidemics had been greatly aggravated by the famine as was shown by the reports of the League Epidemics Commission and the Warsaw Conference. The work of the economic reconstruction in Russia was not possible before famine had been relieved and the spread of epidemics stopped. These three problems were closely connected and affected

the economic prosperity of the whole world, but above all that of the small countries that were Russia's neighbours and which, like Norway, were going through a very serious economic crisis.

Consequently, Dr. Nansen and the Norwegian Government were of opinion that the right course would be to undertake an impartial enquiry into the facts of the situation in Russia and their bearing on the wellbeing of Europe and of the world, as well as on the measures that it would be desirable to take in order to cope with the situation. The Norwegian Government suggested the institution of a Commission of Enquiry for this purpose. Moreover, continued Dr. Nansen, the permanent organisation, the methods and the careful preparatory work of the League of Nations made this institution the only instrument capable of successfully conducting this work.

On the proposal of Lord Balfour, supported by M. Leon Bourgeois and the Marquis Imperiali, the Council decided to transmit an account of Dr. Nansen's views and the Norwegian Government's proposal to the Genoa Conference, and accordingly a telegram addressed to M. Facta, the President of the Conference, asked that the Conference or one of its commissions should carefully examine Dr. Nansen's proposal with a view to coordinating all available information on conditions in Russia, the famine, epidemics and their bearing on the economic reconstruction of Europe.

The Members of the Council made it clear that if the Genoa Conference was unable to take action on this question it could be examined anew by the League Council.

After the Council Meeting, M. Facta, President of the Genoa Conference, telegraphed the Secretary-General that the telegram of the Council had reached Genoa too late for action and that he hoped, therefore, that the Council would consider what action should be taken.

3. THE REPATRIATION OF WAR PRISONERS.

At its last meeting, Dr. Nansen, the League High Commissioner for the repatriation of prisoners, informed the Council that the work of repatriation was almost finished as the last two outstanding cases had been settled.

These cases were:

1. That of the Turkish war prisoners repatriated from Vladivostok in April 1921 on the *Heimi-Maru*, a Japanese vessel bound for Constantinople and seized by the Greek authorities. A result of the negotiations conducted by M. Schlemmer, acting for the International Committee of the Red Cross, the Greek Government consented to intern these Turks in the Island of Asinara, put at their disposal for this purpose by Italy. The Governments of Constantinople and Angora were thereafter prevailed upon to give a guarantee that these Turks if repatriated would not be pressed into military or other war service, after which the Greek Government very obligingly set them free. Dr. Nansen reported to the Council that these ex-prisoners were now on their way home.

2. Before this Dr. Nansen had decided to wind up the business of repatriation on the 31st March, when he heard that 4,000 prisoners anxious to be repatriated still remained in Russia. After consulting his financial advisers and the International Committee of the Red Cross, the High Commissioner decided to continue his work during the two or three additional months necessary to repatriate the remaining prisoners in Russia. The two first convoys have just left Moscow.

4. THE OPIUM TRAFFIC.

At its meeting on May 15th the Council considered the report of the Advisory Committee on the Traffic in Opium and approved the following resolutions adopted by that Committee:

That the Council of the League should be requested to urge on all States which have not yet done so, and in particular on Switzerland, Persia and Turkey, the desirability of bringing the Opium Convention of 1912 into force in its entirety without delay.

That it is most desirable that the system of Importation Certificates unanimously adopted by the Council and the Assembly of the League should be brought into force by countries in Europe, America, Africa and Australia not later than September 1st, 1922, and by other countries not later than January 1st, 1923; and the Governments should be asked to adopt the form of Importation Certificate proposed by the Advisory Committee.

That the Health Committee of the League of Nations should be asked by the Council to continue their enquiries into the requirements of the various countries of morphine and other dangerous drugs for medicinal and scientific purposes.

That the Council should invite the Governments of all States signatory to the Convention of 1912, and other States Members of the League, to furnish the Secretary-General of the League with a statement of their countries, total requirements for internal consumption *per annum* of opium and its derivatives, indicating separately, if possible, the quantities employed respectively for medicinal, scientific and other uses. The statement should distinguish the kinds of opium required and in the case of opium derivatives, the amounts should be given in terms of morphine content.

The Advisory Committee is further of the opinion that this statement should reach the Secretary-General not later than January 1st, 1923, and that it is of particular importance that the quantities of opium required for consumption in Far-Eastern countries, where the Chinese are the principal consumers, should be available by that date.

That the Council of the League should, if the necessity arises, invite the Governments of States which are parties to the Convention to facilitate the carrying out in their territories of joint investigations by commissions, appointed partly by the government concerned, and partly by the League, into any questions arising under the Opium Convention.

That the Committee notes the promise of the Japanese Government, conveyed through its representative, to make the strictest possible investigation into the illicit traffic in morphine at present being carried on in the Far East; and it recommends that cooperation should be established between the Japanese authorities and the Chinese Maritime Customs, with a view to tracing the sources of contraband morphine. It is further desirable that the discrepancies between the Japanese import statistics and the export statistics of certain other countries should be cleared up.

That in order to facilitate the general control of the traffic in dangerous drugs, the Committee recommends:

- a) that the information with regard to the manufacture of cocaine should be completed as soon as possible;
- b) that the Council of the League should invite the Governments to furnish the Secretariat with as close an estimate as possible of the annual requirements of cocaine in their respective countries;
- c) that the Governments should arrange for the mutual exchange of full information concerning all seizures made by their respective Customs and Police authorities;
- d) that the governments should consider the advisability of undertaking educational work as to the dangers of indulgence in the drugs;
- e) that, as experience shows that, in consequence of the enormous profits realised by the illicit traffic in dangerous drugs, pecuniary penalties

are no longer a sufficient deterrent, the Governments should consider the question of providing for a substantial sentence of imprisonment as an alternative penalty;

- f) that the list of drugs not covered by the Convention of 1912, communicated by the French Government, should be referred to the interested Governments for their observations; and that pending the receipt of such information, the question of holding a further International Conference should be postponed.

That the offer of the League of Red Cross Societies to invite the National Red Cross Societies which are interested in the Opium question to undertake educational work as to the evil results of the abuse of opium should be accepted.

That the Council should invite the Governments, in making their annual report to the League on opium and other dangerous drugs, to adopt the form prepared by the Advisory Committee; to furnish the report not later than July 1st (in the case of Western countries); and October 1st (in the case of Eastern countries); and to make the report in one or other of the official languages of the League.

5. SUPPRESSION OF TRAFFIC IN WOMEN AND CHILDREN.

At its recent session the Council of the League of Nations invited the newly appointed Advisory Committee on Traffic in Women and Children to meet on June 28th. This Committee was appointed on the recommendation of the International Conference which met last summer in Geneva, and for the purpose of advising the Council on all matters connected with the execution of the Convention for the Suppression of the Traffic. The Committee consists of representatives of nine States:

Dr. Estrid HEIN (Denmark); M. REGNAULT (France); Mr. S. W. HARRIS (Great Britain); Marquis RANIERO Paulucci DE CALBOLI (Italy); M. S. OKUYANA (Japan); M. Stanislaus POSNER (Poland); M. Margaritesco GRECIANA (Roumania); M. Avelino MONTERO RIOS Y VILLEGAS (Spain); Dr. Paulina LUISI (Uruguay); and of five assessors representing international organisations:

Miss BAKER (International Bureau for the Suppression of the Traffic in Women and Children); Mme. de STE. CROIX (International Women's Organisations); Mme. Baronne DE MONTENACH (Catholic Association for the Protection of Girls); Mr. COHEN (Jewish Association for the Protection of Girls); Mme. STUDER-STEINHAUSLIN (Federal of National Unions for the Protection of Girls).

IX. Miscellaneous.

FORTHCOMING EVENTS.

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| June | 6 th , Meeting of the Financial Committee of the League of Nations, Geneva. |
| June | 6 th , Meeting of the German-Polish Social Insurance Committee (Art. 312 of the Treaty of Versailles). International Labour Office, Geneva. |
| June | 8 th , Meeting of the Economic Committee of the League of Nations, Geneva. |
| June | 15 th , First Session of the Permanent Court of International Justice. |
| June | 28 th , Session of the Advisory Committee on Traffic in Women and Children. |
| June | (end of month) Meeting of the Temporary Mixed Commission for the Limitation of Armaments. |

- July (beginning of month) Nineteenth Session of the Council of the League (Mandates).
 July 25th, Thirteenth Session of the Governing Body, International Labour Office, Interlaken.
 August: Meeting of the Committee on Intellectual Cooperation, Geneva.

OFFICIAL PUBLICATIONS.

Numerous enquiries about the publications issued by the League of Nations are received by the Secretariat at Geneva, and for general convenience a list is appended giving the authorised agents for these publications in various countries. The Publication Department at Geneva issues a catalogue which is periodically revised and sent regularly to those desiring it.

It comprises:

- The Official Journal and its six Special Supplements.
- The Treaty Series of International Engagements registered by the Secretariat.
- The Monthly Bulletin of Statistics.
- The Minutes of the Sessions of the Council, from the 12th to the 15th Session.
- The Reports of the Secretary-General to the 1st and 2nd Assemblies.
- Report on the Financial Reconstruction of Austria.
- Verbatim Report of the International Financial Conference at Brussels.
- Documents, Reports and Discussions on the Permanent Court of International Justice.
- The Records of the First Assembly including Plenary Meetings and Meetings of the Committees.
- Records of the International Conference on Traffic in Women and Children
- Minutes of the Sessions of the Provisional Health Committee.
- Records of the Conference regarding the Non-fortification and the Neutralisation of the Aaland-Islands.
- Report on certain aspects of the Raw Materials Problem.
- Memorandum on Currency, 1913—1921.
- Memorandum on Public Finance, 1921, and
- Memorandum on Central Banks 1913, 1918—1921.

AGENTS FOR LEAGUE OF NATIONS PUBLICATIONS.

- Australia*: Australasian Publishing Co., Ltd., 229, Clarence Street. *Sydney*.
- Austria and Germany*: Rikola Verlag A.-G., Radetzkyplatz 5, *Vienna III*.
- Belgium*: Librairie de la Lecture Universelle, 86, rue de la Montagne, *Brussels*.
- Czechoslovakia*: F. Topič, 11 Narodni, *Prague*.
- Denmark*: V. Pios Boghandel — Povl Branner, 13, Nørregade. *Copenhagen*.
- France*: Editions G. Crès & Cie., 21, rue Hautefeuille, *Paris*.
- Great Britain, Dominions and Colonies*: Constable & Co. Ltd., 10 and 12, Orange Street, *London, W.C. 2*.
- Holland*: Martinus Nijhoff, Lange Voorhout 9, *S'Gravenhage*.
- Hungary*: Ferdinand Pfeifer (Zeidler Bros), Kossuth Lajos-Utca 7 SZ., *Budapest, IV. Ker.*
- India*: Oxford University Press, *Bombay, Madras and Calcutta*.
- Italy*: Libreria Fratelli Bocca, Via Marco Minghetti 26-29, *Rome*.
- Japan*: The Maruzen C., Ltd (Maruzen-Kabushiki-Kaisha), 11-16, Nihonbashi Tori-Sanchome, *Tokio*.
- Latvia*: A. Gulbis, 14, Souvoroff Str., *Riga*.
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I. Summary of the Month

Several meetings of the League committees and organisations took place during the month of June, the outstanding event being the first annual session of the Permanent Court of International Justice.

After settling various administrative questions, the Court began the examination of the two points which have been referred to it for an advisory opinion. To this end, the Court is holding a series of public sessions for the

purpose of hearing representatives of certain States and international organisations, which have notified the Court of their desire to present their views on the questions in point.

The session of the Economic and Financial Commission, at Geneva, was mainly devoted to the consideration of financial and economic questions referred by the Genoa Conference to the League of Nations.

Two committees met towards the end of the month: the Committee on Allocation of the Expenses of the League, at Paris, and the Permanent Advisory Committee on Traffic in Women and Children, which held its first session at Geneva.

A member and the secretary of the Albanian Enquiry Commission have returned to Albania in order to observe developments. The League has been entrusted with the settlement of new political problems: certain questions concerning the Hungarian frontiers with Austria, Roumania, and the Serb-Croat-Slovene State have been referred for decision to the Council; and the Bulgarian Government has requested the Council to intervene in a difference of opinion which has arisen between Bulgaria and the neighbouring countries.

II. The Permanent Court of International Justice

The First Annual Session. — The First Annual Session of the Permanent Court of International Justice was opened at the Peace Palace at the Hague, in accordance with the Court Statute, on June 15th, when in addition to the final settlement of several important administrative questions incidental to its establishment, the Court had before it the first two questions submitted for its examination, and upon which nine Governments, one official international organisation and four other international organisations expressed the desire to be heard.

The Opening Session on June 15th was held in public, but without formality. The formal opening of the Court had taken place last February when the President of the Council and the Secretary-General of the League of Nations and the Minister for Foreign Affairs of the Netherlands took part.

Dr. Loder, President of the Court, announced that all the judges were present except MM. Barboza (Brazilian) and Huber (Swiss) who were detained by illness, and were replaced respectively by MM. Beichmann (Norwegian) and Negulesco (Roumanian), deputy judges. At the same time, Mr. de Bustamante (Cuba), who was not present in February, subscribed to the solemn declaration required of the judges, and was formally enrolled as a Member of the Court. The Court was, therefore, constituted as follows:

Dr. B. C. J. LODER, President (Dutch);
 Mr. André WEISS, Vice-President (French);
 Senator ALTAMIRA (Spanish);
 Commendatore ANZILOTTI (Italian);
 Mr. DE BUSTAMANTE (Cuban);
 The Rt. Hon. Viscount FINLAY K. C. M. G. (British);
 Mr. J. Bassett MOORE (American);
 Mr. D. C. G. NYHOLM (Danish);
 Dr. Yorozu ODA (Japanese);
 Mr. F. V. N. BEICHMANN (Norwegian);
 Mr. D. NEGULESCO (Roumanian).

Administrative Questions. — A series of quite important administrative questions had to be resolved by the Court before it could be considered as completely established and ready for its work. There was, for instance, the

question of the accessibility of the Court to States not Members of the League of Nations nor mentioned in the Covenant; the finances of the Court, which come, of course, from the League of Nations; the status of the personnel; the Seal, and other questions.

One question which might be especially mentioned was that of establishing the method by which the Court could communicate "direct" with Governments, as provided in Article 44 of the Statute, in certain contingencies such as the notification of requests for witnesses to be heard on commission, i. e. by national courts on behalf of the Permanent Court. In order to learn the wishes of the various Governments, a letter was sent out in March to which the following seventeen States Members of the League of Nations have now replied, the majority expressing the desire that such communication be made directly to the Foreign Office, the others naming their diplomatic representative at The Hague: Austria, Belgium, Denmark, France, Great Britain, Italy, Holland, Roumania, Serb-Croat-Slovene State, Sweden, Czechoslovakia, Finland, New Zealand, Norway, Luxemburg, Panama, and Greece.

In addition, replies have been received from the United States and from Germany. The latter, signed by Herr Rathenau, Minister of Foreign Affairs, after stating that "the German Government learns with deep interest that the Court whose labours are to be devoted to the development of the lofty conception of international justice has been constituted", suggested that the most practical channel of communication would be the German Legation at The Hague.

The American Reply, dated Washington May 31st and signed by Charles E. Hughes, Secretary of State concluded as follows:

"The Department of State will be glad to receive any communications from the Court transmitted directly to the Department or through the American Legation at The Hague. Any letters rogatory or commission for taking testimony which may be received will be forwarded to the appropriate executive authorities in the United States in order that they may be brought to the attention of the courts for such action as it may be possible to take with reference to them under the laws of this country....."

The first two questions before the Court. — The Registrar, Mr. Hammar-skjöld, then announced the two questions before the Court. Both had been referred to it by the Council of the League of Nations, acting in accordance with Article 14 of the Covenant, which provides that, in addition to rendering decisions in disputes referred to it by national Governments "the Court may also give an advisory opinion upon any dispute or question referred to it by the Council or the Assembly."

The two questions, the first initiated by the Governing Body of the International Labour Office at the request of the Third International Labour Conference, and the second initiated by the French Government, were

1. "whether the workers' delegate for the Netherlands at the Third Session of the International Labour Conference was nominated in accordance with the provisions of paragraph 3 of Article 389 of the Versailles Treaty?" and

2. "does the competence of the International Labour Organisation extend to international regulation of the conditions of labour of persons employed in agriculture?"

Address of British Attorney-General. — The President gave notice of the presence at the session of Sir Ernest Pollock, British Attorney-General, as it had previously been communicated that the British Government desired to be heard in both cases. On the invitation of the President, Sir Ernest made a short address, from which the following may be quoted:

".....This morning a Court begins its career—a Court which has been founded by the League of Nations in response to the demand for justice, in

the belief that the recognition of law is the true basis for peace, in the hope that such a Court can remove those seeds of estrangement which so often grow and ripen into serious quarrels and antagonisms between nations. The fact that this Court is to function is a recognition that law is the foundation of our civilisation....."

The Session was concluded with several other announcements, the most important being that the Court would hear, in public session, representatives of any duly-qualified State or international organisation which, before June 23rd, should express its desire to be heard. After these hearings, the Court would examine the question in private and then announce its opinion in public.

States desiring to be heard.— Nine Governments, taking advantage of the Court's offer, gave notice that they desired to be heard; Great Britain and Czechoslovakia in both cases; Holland in the case of the nomination of the Dutch Labour Representative; Hungary, Roumania, France, Denmark and Italy as regards the competence of the International Labour Office in agricultural questions, and Portugal without specifying as between the cases.

Regarding Hungary, the President announced that that country had the right to appear before the Court for the purpose of supplying information, since the Court was open to all States in accordance with Article 35 of the Statute. She could be admitted on the same conditions as the Members of the League, having regard to the fact that the Council of the League of Nations had not fixed any special conditions for advisory opinions. Furthermore, the Treaty of Trianon which embodied the Statute of the International Labour Organisation had been duly ratified by Hungary.

Organisations desiring to be heard. The International Labour Office, which was concerned in both cases, sent word that it desired to be heard by the Court, reserving, however, the privilege of deciding later whether or not it would be opportune to make use of this privilege in the question of agricultural labour.

As regards other organisations, the International Federation of Trades Unions asked to be heard in both cases; the International Federation of Christian Trades Unions regarding the nomination of the Dutch Labour Representative; and the International Agricultural Commission on the agricultural question. The International Association for the Legal Protection of Workers appointed a representative to be present, if necessary, to give its views and other organisations, such as the Society of Landowners of France and the Central Agricultural Syndicate submitted memoranda.

The First Hearing.— The hearings began in public session on June 22nd. Mr. G. J. Talbot, K. C. representing the British Government, stated that that Government wished to present its view on the legal interpretation of the Article dealing with the nomination by Governments of their Labour Delegates to the International Labour Office, without of course considering the question of whether or not the Netherlands Government had faithfully applied its own interpretation of the Article. Mr. Talbot outlined two interpretations: the first, that States were bound to act in agreement with the organisation possessing the largest number of Members, the second, that they were free to act in agreement with organisations together containing a number of workers greater than the number possessed by a particular organisation.

The British Government supported this second interpretation, which was in fact that applied by the Netherlands Government. Mr. Talbot gave three reasons: first, that the form of the Article was not that of a statutory provision, but rather of an obligation freely undertaken where it was right to place confidence in the good faith of the governments interpreting it; second, that the plural

was used in the words "most representative organisations" and, third, that "the most representative" was by no means necessarily the "most numerous".

The Second Hearing. — In the second public session on June 24th, M. Mendels, Representative of the International Federation of Trades Unions expressed regret that the question before the Court applied to the nomination of the Dutch Labour Representative only, as the same issues had been presented as regards the Argentine, Japanese and South African Delegates at the First International Labour Conference, and the Polish, Latvian and Japanese Delegates at the Third. He maintained that the Netherlands Federation of Trades Unions, which had originally protested against the Dutch Government's nomination was not only the largest organisation in Holland, composed as it was of 225,320 Members as against 286,000 for the three others together, but also that it was the most representative as regards trades. He claimed that it certainly was not a correct interpretation of the Treaty to permit the nomination to be made in conjunction with a temporary or chance grouping of smaller organisations brought together solely to defeat the organisation which was both the most numerous and most representative. He argued that if the interpretation of the Dutch Government were followed, the cohesion of the Labour Delegates at the Labour Conference would be greatly weakened, and the whole functioning of the International Labour Office jeopardised, to the great regret of the twenty-three million members of the International Federation of Trades Unions who have supported the Organisation.

The Third Hearing. — M. Serrarens, representing the International Federation of Christian Trades Unions, stated that his organisation believed that the nomination of the Dutch Labour Delegate had taken place in conformity with the Treaty of Versailles, both in letter and in spirit. He argued that, in order to effect the representation of all the workers of a country, it is not sufficient for a Government to consult one federation only, even if that federation be the largest, but that it must consult all federations. To consult only one, especially in a country like Holland where the Trades Union movement has assumed five different forms, would be to give to one minority group the exclusive right to represent all the workers of the country; in other words in Holland the International Organisation at Amsterdam would be given a monopoly of representation to the complete exclusion of the Christian Trades Union movement. In the case in dispute, the Netherlands Government had come to an agreement with three federations representing a large majority of the organised workers in the Netherlands, a course of action which M. Serrarens claimed was in accordance with the Treaty.

III. General Questions

I. REGISTRATION OF TREATIES AND INTERNATIONAL AGREEMENTS

Among the international agreements deposited for registration with the Secretariat of the League during the last month may be mentioned a convention concluded March 10th, 1921 at Prague, between Austria and Czechoslovakia. This agreement deals with the common frontiers of the two signatories and questions relating thereto.

As a general rule, conventions, treaties and international agreements enter into force subsequent to an exchange of instruments of ratification, which formality in the case in point, took place on May 30th, 1922 at Prague. A novel departure, however, in this special case is the provision that the convention shall enter into force only after registration with the Secretariat of the League.

Exchanges of Notes between Sweden and Austria and Spain and Norway, and a postal agreement between Denmark and Finland were also deposited for registration.

2. THE FORTHCOMING SESSION OF THE TEMPORARY MIXED COMMISSION FOR THE REDUCTION OF ARMAMENTS

The Temporary Mixed Commission will meet at Paris on the 3rd July, with M. Viviani in the chair, and study the following reports: *a*) Report on answers returned by the various governments concerning the connexion between disarmament and their geographical position, international obligations, and other special circumstances; *b*) Report on the replies of the various governments to the recommendation of the Assembly in respect of limitation of military, naval, and air budgets.

Other questions will also come up before the committee, such as, e. g. that of the St. Germain Convention, of the traffic in arms, the private manufacture of arms, the destruction of surplus war stocks, and the statistical enquiry on armaments in different countries in 1921 as compared with 1913.

Furthermore, the Commission will consider reports on the results of the Washington and Genoa Conferences, as well as the proposals of Lord Esher for limitation of land armaments and the proposals of Rear-Admiral Segrave for extending the provisions of the Washington Naval Agreement to include powers not represented at Washington.

As this is the last session before the Third Assembly, the Commission will no doubt take steps to prepare the report it must present to the Assembly.

It will be remembered that in pursuance of a resolution passed by the second Assembly, the Council of the League added seven new members to the Temporary Mixed Commission, namely: Lord Robert Cecil (Great Britain); MM. Lebrun, former Minister of the Colonies (France); Urrutia, Colombian Minister at Berne; Prince Sapieha, former Polish Minister of Foreign Affairs; Colonel Lohner, State Councillor of the Canton of Berne and member of the National Council (Switzerland); Torre, former Minister (Italy); Alcala Zamora, former Minister (Spain).

The Temporary Mixed Commission is therefore composed as follows: thirteen civilian members (two British, one Chilian, one Columbian, two French, two Italians, one Japanese, one Pole, one Spaniard, one Swede and one Swiss); six military experts selected from the members of the permanent Consultative Commission for military, naval, and air questions; two economic experts chosen from the League Economic Committee; two financial experts chosen from the League Financial Committee; three labour and employers' delegates.

3. THE COMMITTEE ON INTELLECTUAL COOPERATION

The Secretary-General of the League has been informed that Dr. George Ellery Hale has accepted the invitation of the Council to form part of the Committee on Intellectual Cooperation, which was appointed by the Council of the League at its eighteenth session on May 15th, 1922.

Dr. Hale is a well-known American scientist, director of the Mount Wilson Observatory and professor of astrophysics at Chicago University. He is a member of the executive committee of the International Research Council.

As all the other individuals selected by the Council have accepted its invitation, the Committee is now complete and consists of twelve members as provided for by a decision of the Second Assembly.

4. THE COMMITTEE OF ALLOCATION OF EXPENSES

The Committee of Allocation of the Expenses of the League met on June 28th at Paris. The Committee was composed as follows:

M. Reveillaud, chairman (France); Sir H. Strakosch (South African Union); M. Barboza Carneiro (Brazil); M. Marcello Soleri, late minister (Italy); M. Jancovici (Roumania).

It will be recalled that the second Assembly authorised the prolongation of the mandate of this Committee, which dates from 1920, in order to permit of its preparing a new report on the allocation of the expenses of the League, to be submitted to the third Assembly.

IV. Technical Organisations

1. THE PROVISIONAL HEALTH ORGANISATION

a) The League and the Campaign against Epidemics

It will be remembered that the Genoa Conference approved the recommendations of the Warsaw Health Conference relating to an anti-epidemic campaign in Russia and the border States, and asked the European Governments represented at Genoa to consider as a matter of urgency the carrying out of this plan, and to make appeals to their respective legislatures for obtaining the necessary funds.¹⁾

It will be recalled, also, that the Warsaw Conference entrusted the League Health Organisation with the execution of its decisions, and stated its belief that the League Epidemics Commission (which is attached to the Health Section of the League Secretariat and so is a part of the League Health Organisation) should be the organisation having charge of the contributions made by the various States to this campaign, and generally in control of the League's share in the fight against epidemics.

Consequently, in June, the Secretary-General sent a circular letter to all the Governments represented at the Warsaw Conference asking them to inform him of what steps they proposed to take in order to comply with the resolution their representatives had passed at Genoa.

At the same time, the Medical Director of the Health Section of the League Secretariat, who had acted as the Secretary-General of the Warsaw Conference, sent a letter to the principal delegates at this Conference, reminding them of the seriousness of the epidemic situation and asking them to renew their efforts with their Governments.

In addition to the plan for an anti-epidemic campaign requiring financial contributions from Governments, the Warsaw Conference had laid down the lines for a series of sanitary conventions between the States directly concerned in the fight against epidemics. These States are: Soviet Russia, Soviet Ukraine, Finland, the Baltic States, Poland, Roumania, and their neighbours. The Health Section of the Secretariat has put itself at the service of the States concerned, and a series of agreements are now being negotiated.

On the other hand, the Epidemics Commission is pressing on its work in Poland and Russia. It has concluded a preliminary technical agreement with the Russian Health Commissariat, providing guarantees and facilities which the Epidemics Commission and its agents are to enjoy on Russian territory, on the lines of the agreement concluded between the Health Commissariat and the French Red Cross. The Commission is, moreover, considering the question of extending its work to Lithuania and Latvia. Measures are now being taken for sending medical stores to the worst affected regions of Russia

¹⁾ Monthly Summary, vol. II, No. 5, page 92.

Finally, the Warsaw Conference recommended the organisation, as soon as possible, in two or three centres, of courses of study for public health officers, doctors, nurses, etc., in Eastern Europe. In the same centres permanent museums should be erected in order to spread knowledge among the public of the most effective methods of prevention. For this purpose, the Health Section of the League has got into touch with the League of Red Cross Societies, which, thanks to the donation of certain funds by the American Red Cross, has been able to accumulate a reserve of £ 5,000 for this educative purpose.

b) Periodical Reports of the Health Section,

The four last epidemiological reports of the Health Section of the League Secretariat appeared respectively on April 27th, May 26th, and June 3rd and 17th, and give the following information on the incidence of epidemics in Eastern and Central Europe.

Russian Federal Soviet Republic. — Cholera: The Moscow Health Commissariat reports 3,301 cases for the period ending May 6. In the Ukraine, where there have been 1,132 cases between January 1st and April 22nd the epidemic is increasing, contrary to what is usually the case at this season. At the same time, the lack of all medical stores and hospital facilities in the Ukraine is worse than ever; one hospital after the other has had to be closed; although there are no exact statistics, it is believed that hospital accommodation has decreased by 80%. Cholera is spreading through the villages and the death-rate is 60%.

Typhus and relapsing fever: According to provisional statistics up to May 2nd the number of cases for Soviet Russia, the Caucasus, and Central Asia has been 513,319 for typhus, as compared with 326,665 during the corresponding period last year; and 467,078 for relapsing fever, as compared with 498,206 during the first three months of 1921. These diseases are increasing as rapidly as cholera. Along the railways in particular, there have been 161,832 cases of typhus and 140,127 of relapsing fever during the first three months of this year, as compared with 11,461 and 12,938 respectively, for the same period in 1921. In Turkestan, cases of typhus have increased from 1,595 in January to 7,271 in February.

Bubonic plague: In the Kirghiz Republic, bordering on the province of Saratov, 25 cases of plague and 17 deaths have been reported between three months of August 1921 and February 1922.

Famine areas: Information received from the German Red Cross and from Dr. Nansen's Organisation give an idea of health conditions in the famine areas. Of the 3,125,277 inhabitants of the Tatar Republic, two and a half millions had died of starvation by March. From January 1st to March 13th there were 392,390 cases of infectious disease, with 45,383 deaths. In the Ukraine, 5 millions are literally dying of starvation. At Kharkov (800,000 inhabitants, of whom 500,000 starving) the average number of deaths is 40,000 per month. Between March 1st and March 20th 125,000 people died of hunger.

Poland. — Epidemiological Reports Nos. 16 and 17 publish the number of cases of epidemic disease and show their incidence.

Epidemics are most marked in the Eastern marches. Since January the approximate number of cases of typhus has been 29,645 with 2,314 deaths; 28,523 cases of relapsing fever with 1,131 deaths; 7,985 cases of enteric fever with 650 deaths; and 1,098 cases of measles with 297 deaths. In East Poland, the approximate totals are as follows: 18,295 cases of typhus (1,222 deaths); 22,828 of relapsing fever (861); 3,700 of enteric fever (188); 268 of measles (18).

Other countries. — The Reports moreover give the figures for Finland, Latvia, Lithuania, Hungary, Upper Silesia, Czechoslovakia and Bulgaria.

c) Report of the League Commission of Enquiry on the present system of Prevention of epidemic diseases in the Near East (the Eastern Mediterranean; the areas involved in the annual pilgrimages to Mecca; Constantinople and the Black Sea ports)

The world war has made the question of defence against "plague and pestilence" coming from the East a graver and more urgent question than it has been for a century. It was in order to cope with this situation that the League Health Organisation was created and, through the work of the Epidemics Commission and the Warsaw Health Conference, has been helping the States of Northern and Central Europe to organise a system of defence against the tide of disease that is devastating Russia. In order to follow up this effort in Southern Europe and the Near East, and in view of the approaching revision¹⁾ of the International Sanitary Convention concluded at Paris in 1912, the League Health Committee and Office International d'Hygiène Publique, with the approval of the Council, sent a mixed Commission of Enquiry to study the working of public health and anti-epidemic measures in: 1. Egypt and Suez; 2. the Kingdom of the Hedjaz (on the Red Sea coast of Arabia and including Mecca), Palestine and Syria; 3. Constantinople and the ports of the Black Sea. The object of this enquiry was to ascertain the changes caused by the war and the break-up of Turkey in the public health situation of these territories, as well as to recommend what changes in the present system of hygiene and in the text of parts II and III of the Paris Convention, on which public health administration in the Near East is based, would be desirable to meet the needs of the new situation.

The Commission of Enquiry was composed as follows: Dr. Madsen, member of the Superior Board of Health, Copenhagen; Sir George Buchanan, British Ministry of Health; Dr. N. M. Josephus Gitta, Director-General of Public Health, Holland; Professor Ricardo Gorge, Director-General of Public Health, Portugal; Dr. H. Violle, of the Pasteur Institute and the Conseil Supérieur de l'Hygiène Publique, France. Two members of the Committee were members of the League Health Committee; the other three, members of the Permanent Committee of the Office International d'Hygiène Publique.

The Commission in the course of its enquiry visited:

1. The Suez Canal and the Ports controlled by the Sanitary Maritime and Quarantine Board of Egypt;
2. The Red Sea (Mecca Pilgrimage and Hedjaz Railway);
3. Mediterranean Coast of Asia Minor;
4. Constantinople and the Straits, also the Black Sea ports.

From the moment of its arrival in Egypt on February 20th the Commission of Enquiry was accompanied by Dr. Alexander Granville, President of the Sanitary Maritime and Quarantine Board of Egypt and member of the Permanent Committee of the Office International.

1. Suez Canal and neighbouring territories. — The necessity for sanitary control at this point has long been recognised, since the Suez Canal is the gateway to India and the Far East, where epidemics occur that occasionally penetrate as far as the Hedjaz.

Public Health administration is at present under two bodies: the Egyptian Public Health Department, which deals with public health questions within the country and on its frontiers, and the Sanitary Maritime and Quarantine Board of Egypt, which is an international organisation and responsible for

¹⁾ See the Monthly Summary for May, 1922.

sanitary measures on the Canal and in Egyptian ports. The Commission was of opinion that the present system is efficient and will continue to work well, especially if it is based on the revised text of the Paris Convention of 1912, recommended by the Office International d'Hygiène Publique, and if the special measures provided for by the Convention continue to be applied, with the slight changes indicated.

2. *The Red Sea and the Pilgrimage to Mecca.* — The annual journey of pilgrims to Mecca and Medina, the Holy Places of the Hedjaz, has often resulted in the spread of cholera and other epidemics. The full gravity of this fact can be realised when it is remembered that these pilgrims come from India, from Asia Minor, from Central Asia, from Europe and from the North of Africa.

The Commission was from the first aware that no effective collaboration, from the point of view of the prevention of epidemics, could be expected from the Hedjaz. Moreover another difficulty arose from the natural susceptibility of the Mussulmans, who were liable to regard any Western interference as an attempt made against their religious freedom.

There are three routes taken by the Mecca pilgrims:

1. The Suez Canal, where the supervision is satisfactory;
2. The Red Sea Ports: Tor, the Island of Kamaran, Jeddah. The quarantine station of Tor, which has recently been put in order, is in very good working condition; but the one on the Island of Kamaran has suffered greatly during the war. The British and Indian Governments are at present taking steps to re-open this station. As for the Red Sea ports, their connection with the present quarantine stations is either defective or non-existent.

3. The Hedjaz Railway, which was partially destroyed during the War and is now being gradually rebuilt, calls for special measures, the chief one being the establishment of an important sanitary station just outside the territory of the Hedjaz. The position of this station is at present being discussed.

The Commission has approved the constitution of an International Sanitary Committee for co-ordinating work on pilgrimage questions. This Committee would undertake the exchange of information and the co-ordination of the work of the various health departments, and would be appointed by and responsible to the Council of the League.

3. *Mediterranean Coast of Asia Minor.* — After visiting the Suez Canal and Tor, the Commission went to Palestine and Syria. The journey was broken at Jerusalem, for conversation with the Public Health authorities of Palestine, at the port of Haifa, and at Deraa, which is under the supervision of the health authorities of Syria, and where the frontier station and quarantine docks were inspected. The Commission also stopped at Beirut, where it studied the health administration of the harbour, and proceeded thence by sea to Constantinople, calling on the way at several ports on the coast and islands of the Aegean Sea.

The Commission was glad to observe that, thanks to the Mandatory authorities of Palestine and Syria, distinct progress had been made in the organisation of the health and epidemic departments, as well as in the matter of compulsory declaration of infectious illnesses, of their treatment, of vaccination and other similar measures.

Syria, like Palestine, is continually traversed by pilgrims, caravans, emigrants and, at present, also by refugees. This necessitates the taking of special measures to prevent the spread of infectious diseases. Still, if the health precautions observed in the ports are kept up to their present standard,

the Committee is of opinion that the general provisions of the Convention will be carried out satisfactorily and international interests adequately safeguarded.

4. *Constantinople, the Straits and the Black Sea Ports.* — The question of protection against epidemics at Constantinople, in the Straits and in the Black Sea Ports, is at present of exceptional importance, owing to the diseased condition of Russia, and because traffic on the Black Sea has been resumed and is sure to increase.

The number of refugees stationed at, or passing through Constantinople was at its maximum in 1919—1920; it is, however, probable that it will remain fairly high for some time, and that the return to normal traffic conditions will be followed by a considerable affluence of pilgrims from the Mahommedan countries of Central Asia.

It is therefore evident that an effective sanitary control at the entrance of the Bosphorus, organised in the same way as in the Suez Canal, the Red Sea, and the Mediterranean, is a measure of absolute necessity.

Constantinople is the principal centre of the whole region. The city and its surroundings are crowded with foreigners, most of whom are destitute and suffering from malnutrition. Since the occupation of Constantinople by the Allies an Interallied Sanitary Commission has taken provisional measures of which the results have been as satisfactory as limited resources and staff permitted. This city, of more than a million inhabitants, possesses neither a hospital for contagious diseases nor a disinfecting plant nor baths enough to cope with typhus and recurrent fever. The fact that the present sanitary administration which has been organised on a temporary basis, has not the elements of stability necessary for the execution of a comprehensive and rigid programme only increases the difficulties of the situation. It must be remembered that Constantinople is an important port, in which it would be necessary to have a sanitary administration with authority over not only the port but also the Straits. Since the Allied occupation of the Straits, Interallied expert committees have succeeded to the Constantinople Sanitary Board of Health. These committees have taken measures to re-establish a port sanitary service within the Straits zone.

Several sanitary stations are already established: at Kavak near the northern end of the Bosphorus; at Touzla, a sanitary station better equipped for modern requirements, with a disinfecting plant; at Chanak in the Dardanelles etc. The present sanitary administration makes the best possible use of the material, but its development is hampered by the uncertainty that exists regarding the authority which will in future be responsible for this service. In order to prevent the introduction of epidemic diseases, it is essential that a properly equipped sanitary station be provided.

It will be recalled that one of the basic principles of the proposed revision of the 1912 Convention is the avoidance as far as possible of needless and vexatious interference with international traffic. The Commission has had this principle constantly in mind, and has been able to check by personal experience the disadvantages resulting from a lack of unification in quarantine regulations, when passing from one national sphere to another, from a French mandated territory to Turkish countries, from Cyprus, a British possession, to Rhodes, which belongs to Italy, from the Grecian island of Samos to Chanak, which is under interallied occupation. At each stage the Commission was subjected to repeated medical examinations, according to varying regulations, and charged numerous taxes, fees and dues of all sizes and in many currencies.

The Commission has annexed to its report the text of the modifications proposed in parts II and III of the 1912 Convention, which are based on the modifications of the text of Part I, adopted by the Office International d'Hygiène Publique in October 1921.

2. THE FINANCIAL AND ECONOMIC ORGANISATION

a) The seventh Session of the Financial Committee

The late Genoa Conference, it will be remembered, referred most of its economic and financial decisions to the League technical organisations for execution. Consequently, the League Financial and Economic Committees which met last month in Geneva discussed, among other agenda, how they were to carry out this work.

The Financial Committee. — The session of the Financial Committee began on June 6th, under the chairmanship of M. Marcus Wallenberg, the Swedish member of the committee. The rest of the members present were MM. Arai (Japan), Avenol (France), Commandatore Bianchini (Italy), Figueras (Spain), Janssen (Belgium), Niemeyer, representing Sir Basil Blackett (Great Britain), Pospisil (Czechoslovakia) and Tornquist (Argentina).

1. Genoa Conference. — The flight of capital and double taxation. — One of the most important questions dealt with at Genoa along the lines laid down by the Brussels Conference was that of international cooperation to solve the problem of currency; a conference of Banks of Issue was suggested for this purpose. Without wishing in any way to trespass within the domain of the work to be accomplished by this conference, the Financial Committee was of opinion that the matters referred to it by the Genoa Conference gave it the opportunity of assisting in the settlement of international currency problems. One of the most burning of these and one that was made the subject of a resolution by the Brussels Conference in 1920 is how to avoid the evils of too rapid deflation. This subject raised a lively discussion in the Financial Committee, where the two policies of deflation and devaluation were set forth and criticised at length. The Financial Committee proposed that enquiries should be started as to the best method of avoiding the difficulties of too rapid deflation, while at the same time stabilising currency, and what international measures would be desirable to facilitate the attainment of these ends.

The question of the flight of capital, which was referred to the League by Genoa, is closely connected with that of double taxation, with which the Financial Committee is already dealing. On the one hand it is necessary to prevent firms anxious to do business in more than one country being discouraged by the imposition of double taxation, while on the other hand the inter-state agreements concerning double taxation will be of great use owing to the information they provide in controlling the movement of capital from one state to another.

The Financial Committee has requested the experts, whom it has charged with studying the question of double taxation, to produce at least the main lines of their report before August 1st. As regards the extremely wide question of tax dodging, the Committee decided to ask for information through the Secretariat from various states—Great Britain, France, Belgium, Italy, Holland and Switzerland—among which some have already concluded special conventions on this subject. The object of this enquiry is to gain an idea of the scope and working of the existing agreements, and as to whether it is possible to extend these agreements either by making them include a further number of countries or by using them as the basis for working out a general international convention.

2. Publications of the Financial Section of the Secretariat. — The "Monthly Summary" of April, 1922, gave an account of the volumes issued by the Financial Section of the League Secretariat, and dealing respectively with currency, Central Banks of Issue and public finance. Resolution No. 18, of the Genoa

Conference paid a tribute to the usefulness of the information on public finance thus made available. The Financial Committee was of opinion that it could now also undertake a comparative study of systems of taxation in different countries, without at present going into such matters as a comparison of the burden of taxation per individual. The information of Central Banks of Issue will, it was decided, henceforward be published annually at the end of spring. Moreover, the Financial Section of the Secretariat is to study these commercial banks, which are the best calculated to give an idea of the movement of business and characteristic changes in the banking situation.

3. *Application of the Resolutions of the Brussels Conference.* — Various states have already communicated to the Secretariat their replies on the measures they have taken to put into force the resolutions of the Brussels Conference. These replies will be published in one volume. The important reply handed in by the Italian Government will immediately be issued as a separate publication and others may follow.

4. *Austria.* — In addition to reviewing the past work of the Financial Section of the Secretariat and indicating new lines of enquiry, the Financial Committee discussed a certain number of questions in which the League is concerned.

It will be remembered that the League Financial Committee took an active part in the attempt to secure favourable conditions for the financial recovery of Austria. Any financial programme for Austria is dependent on a raising of the liens now held by the Allies of Austrian State assets in the name of reparations, since without a raising of these liens Austrian State assets cannot be pledged to secure credits. The countries which have furnished credits have all agreed to raise their liens provisionally, but a certain number of States remain, which still cling to their liens as reparations claims.¹⁾

On the 23rd May, the Austrian Government applied to the Reparations Commission to obtain a suspension of the liens from reparation claims and has informed the Financial Committee of this step.

5. *The Czechoslovak Loan.* — The Czechoslovak Government when floating a loan through a British banking house had inserted a clause in the agreement with this banking house that constituted the Council of the League arbiter in case of difficulties arising in connection with the agreement. The Council referred to the Financial Committee for an opinion on whether the rôle thus assigned it should be accepted.²⁾ The Financial Committee found that Czechoslovak Government's request was a further development of an idea put forward at the Brussels Conference to the effect that the League might with benefit act as go-between in the relations between governments and their foreign creditors. Moreover, said the Committee, the terms of the Czechoslovak government's agreement with its bank did not suggest any function for the Council that was not compatible with the principles of the League. On these grounds the committee recommended the Council to accept the rôle of arbiter that had been suggested.

6. *Albania.* — In accordance with the decision of the second Assembly the League Secretariat informed all states members of the League that the League of Nations financial and economic organisation could, if they so desired, place financial advisers at their disposal. Albania has made this the occasion for asking the Council to appoint a financial adviser to aid the Albanian Government in putting the financial system of this young country on a sound basis.

¹⁾ See the "Monthly Summary" for March, 1922.

²⁾ " " " " " for May, 1922.

Previously, on the 25th March, the Albanian Government, also in connection with this circular of the Secretariat, had asked the League to send a committee of experts to Albania for the purpose of examining what economic possibilities the country offers for foreign capital and enterprise.¹⁾

The Financial Committee in response to the Council's request for an opinion studied the various reports handed in by the Committee of Enquiry that was sent to Albania last November, and in addition obtained verbal information from persons familiar with Albanian affairs. The committee is of opinion that the first thing necessary is to bring about an improvement of the administrative, economic and financial organisation of the Albanian state. This task will be entrusted to an expert who after staying two months in the country and working in complete agreement with the Albanian Government, will advise as to the conditions and terms on which a League financial adviser to Albania could be appointed.

b) The fifth Session of the Economic Committee

The Economic Committee met from June 8—14 with Mr. Barboza Carneiro (Brazil) in the Chair. The other members present were: Mr. Campion (Australia); Dvoracek (Czechoslovakia); Gignoux (France); Heer (Switzerland); Jensen (Denmark); Sir Hubert Llewellyn Smith (Great Britain); Matsuyama (Japan); Neculcea (Roumania); di Nola (Italy); de Wouters d'Oppinter (Belgium).

Resolution of the Genoa Conference. — Equitable Treatment of Commerce. — The League Economic Committee studied the report of the Economic Commission of the Genoa Conference. All the questions dealt with by the latter commission may be grouped under the general heading of equitable treatment of commerce. But the obligation to study this question is laid down in Article 23, Paragraph E of the League Covenant, which declares that the necessary steps shall be taken to secure equitable treatment of commerce to all the Members of the League. The Economic Committee is already studying the question.²⁾ The Subcommittee set up for this purpose at the previous meeting of the Economic Committee³⁾ will therefore examine the resolutions of the Genoa Conference and their bearing on the equitable treatment of commerce, and in this connection will investigate such questions as customs tariffs, regulation of imports and exports, questions of dumping and differential prices, and the treatment of alien traders.

The Subcommittee is composed as follows: Sir Hubert Llewellyn Smith, Chairman (Great Britain); M. Barboza Carneiro (Brazil); Brunet (Belgium); Dvoracek (Czechoslovakia); Gignoux (France, representing M. Serruys); Matsuyama (Japan); di Nola (Italy).

The Subcommittee first tackled those aspects of the problem which could be solved in the near future by means of international agreements, and consequently dealt with:

- a) The treatment of foreign businesses and foreign traders in every country;
- b) Customs and other frontier formalities;
- c) Differential treatment in customs tariffs.

The Subcommittee drew up the broad lines for a draft convention on each of these points, for submission to the Council of the League. At its subsequent meetings, the Subcommittee will deal with further aspects of the question of equitable treatment of commerce.

¹⁾ See "Monthly Summary", May 1922.

²⁾ " " " March 1922.

³⁾ " " " " 1922.

Publication of Customs Tariffs and Export and Import Regulations. — In its report to the Genoa Conference, the Economic Commission of that Conference requested all Governments to inform the League immediately of all changes in their customs tariffs and import and export prohibitions or regulations, and the League technical organisations were asked "in co-operation with other organisations created for this purpose by international conventions, such as the International Institute of Agriculture, to facilitate execution of Articles 2 and 8 of the Economic Commission's report." Article 2 referred to lay down the principle that customs tariffs should be published, and insists on the necessity for a uniform system in dealing with economic statistics. Article 8 recommends that the methods of making exceptions to export and import prohibitions should be made as simple and stable as possible.

The League Economic Committee decided to study the questions of customs tariffs and changes in import and export regulations, and to take up at some future date the question of establishing uniformity in statistical systems. A few members of the committee, Mr. Brunet, Heer, and di Nola, were formed into a subcommittee for the question of customs tariffs.

The Subcommittee were of the opinion that the creation of new organisations should be avoided, and that since the International Bureau for the Publication of Customs Tariffs, founded in Brussels in 1890, is already in the field and works very satisfactorily, the best method of applying the resolutions of the Genoa Conference would be to find a way of co-operating with this Bureau.

Arbitration Clauses. — The enquiry undertaken by the League Financial and Economic organisations on this subject was approved by the Genoa Conference. (Article 14 of the Economic Commission's report.)

The Subcommittee to be set up by the Economic Committee for this purpose ¹⁾ was appointed at this session as follows, the appointments being made with regard to the different legal systems of the world: Mr. McKinnon of London; Professor Percerou of Paris; M. Meyer of Copenhagen; M. Hodac of Prague; Mr. Kan-Ichi Kayama of Japan. A German and a Brazilian member will be added to this list.

The Subcommittee will meet towards the end of June or the beginning of July, and will then deal particularly with

- a) A study of the scope of the agreements concluded between persons of different nationalities for the purpose of submitting to arbitration disputes arising out of commercial contracts; the examination of obstacles that might stand in the way of carrying out these agreements in practice owing to the jurisdiction of domestic courts on questions in connection with the said agreements; and a study of the extent to which these obstacles can be overcome;
- b) Establishing contact with the organisations or persons whose opinion the Subcommittee considers valuable in connection with these studies.

Unfair Competition. — The Economic Committee had suggested to the Council that its report on Unfair Competition ²⁾ including the draft clauses to be inserted in the Washington Convention for the protection of industrial property (patent rights) should be distributed to the States Members of the League and to the non-Member States. The Council approved this resolution in its session of May 13 last.

In accordance with this resolution, the Secretary-General has sent a circular letter to all the States Members as well as to Germany, Hungary, and the United States, drawing attention to the report of the Economic Committee and asking these States to transmit any remarks and suggestions that they might

¹⁾ See „Monthly Summary” March 1922.

²⁾ „ „ „ „ 1922.

consider called for by these documents. Copies of the report have also been sent to the United International Offices for industrial patents and literary and artistic copyright at Berne, as well as to the International Chamber of Commerce.

Bills of Exchange. — The Committee approved the measures taken for preparing an international conference on this subject.¹⁾ The object of this conference will be to try to establish as uniform principles as possible for legislation in all countries on questions concerning bills of exchange.

V. Administrative Questions

I. THE FREE CITY OF DANZIG

The establishment of a Polish Post, Telegraph and Telephone service at Danzig. — The Polish-Danzig Treaty of November 9th, 1920, provided for the establishment in the port of Danzig of a post, telegraph, and telephone service communicating directly with Poland, and for the lease or sale to Poland by the Free City on equitable terms of the necessary land or buildings for the establishment of this service. This service was to handle all postal, telegraphic and telephonic communications between Danzig and Poland and those between Poland and foreign countries which pass through Danzig. Postal, telegraphic and telephonic communications within the territory of the Free City or between the Free City and other countries were to be dealt with by Danzig.

A decision of the High Commissioner, dated May 5th, 1922, concerns the settlement of certain details of this question.

The Constitution of the Free City. — The text of the Constitution of the Free City, as agreed to by the High Commissioner on May 11th, 1922, will be published shortly in the Official Journal of the League (special supplement No. 7). This supplement will contain the German text of the Constitution as well as translations in French and English.

2. PROTECTION OF MINORITIES

The President of the Council of the League has recently received two letters from M. Schanzer, the Italian Minister for Foreign Affairs, containing the complaints and requests of certain Bulgarian and Hungarian minorities. These letters are simply the text of the memoranda presented by the Bulgarian and Hungarian delegations at the Genoa Conference, which referred the matter to the competent organ of the League, in this case the Council.

3. MANDATES

The Secretary-General of the League has been informed that the High Commissioners for Australia and New Zealand, Sir Joseph Cook and Sir James Allen will represent their respective countries at the forthcoming session of the Permanent Mandates Commission, which is to meet at Geneva on August 1st.

It will be recalled that Australia received a mandate for certain German possessions in the Pacific south of the Equator, while New Zealand holds a mandate for Samoa. A mandatory power has the right to appoint a duly accredited representative to the Mandates Commission, which is now going to consider for the first time the annual reports on the administration of mandated territories, which the mandatory powers are obliged to present to the Council.

¹⁾ See „Monthly Summary” March 1922.

The rules of procedure of the Mandates Commission provide for the presence on certain occasions of representatives of the mandatory powers. Thus the consideration and discussion of the annual reports are to take place before a representative of the mandatory power by whom the report in question has been made. This representative, moreover, has the right to add his remarks to those of the Commission when the report is transmitted to the Council.

Further, the Commission, after it has registered its comments on all the reports submitted, may, if the majority of its members so desire, hold a public sitting in which it will consult the representatives of the mandatory powers on points which, in its opinion, should be submitted by the Council to the mandatory powers and other members of the League.

Besides reports on the administration of territories under Japanese, New-Zealand, and British mandates (Nauru), the Secretariat has received from Australia a report on the administration of New Guinea. The French Government has communicated to the Permanent Mandates Commission the report made to the French Parliament on the administration of the Cameroons during 1921, in spite of the fact that the Terms of mandate have not as yet been confirmed by the Council of the League.

VI. Political Questions

I. THE ENQUIRY COMMISSION IN ALBANIA

A member of the League Enquiry Commission in Albania, M. Sederholm (Finland), and Count Frederick Moltke (Denmark), Secretary of the Commission, have returned to Albania.

In order to comply with a request of the Albanian Government, which was supported by the Enquiry Commission, the Council of the League, at its May session, decided, as a temporary measure, to maintain in Albania a member and the secretary of the Commission.

M. Sederholm and Count Moltke, who will carry on the work of the Commission and observe developments, will presently be joined by an expert appointed by the Financial Committee of the League.¹⁾

2. THE AUSTRO-HUNGARIAN FRONTIER

a) The Burgenland Question

Certain questions concerning the frontier between Austria and Hungary have been referred for decision to the Council of the League at the request of both the interested parties. By the terms of the Treaty of Trianon (Article 27), a tract of territory south of the Danube, known as the Burgenland, which had hitherto formed part of the Kingdom of Hungary, was assigned to Austria, because it is inhabited by a population predominantly German. The new frontier was to be delimited by a Commission specially appointed by the Peace Conference. According to the terms of reference as set forth in a letter dated May 6th, 1922, sent to the Hungarian Government by M. Millerand on behalf of the Allied Powers, this Commission, if it deemed it necessary to apply certain modifications to the frontiers exceeding such changes of detail as could be effected by any frontier commission, should report on the matter to the Council of the League, who, if one of the parties so desired might offer their good offices to facilitate a settlement.

When, however, the time came for the territory to be handed over to the Austrian authorities, the Hungarian Government and the local Hungarian

¹⁾ See decision of Financial Committee on this subject.

authorities opposed the measure, claiming that the Burgenland had always been historically Hungarian and that the population wished to remain attached to Hungary. Part of the inhabitants, especially in the more eastern districts and in the town of Oedenburg (Sopron) also openly expressed their desire to remain under Hungarian rule.

The Burgenland question was subsequently referred to another Conference held in Venice under the auspices of the Italian Government. As a result of the good offices of the latter, the following protocol was agreed to by both parties :

"In view of the urgency of hastening the work of the Inter-Allied Commission for the delimitation of the frontier of Austria and Hungary, the Italian Minister for Foreign Affairs will take up the matter with the Conference of Ambassadors. Austria undertakes to agree, as far as possible, to the decisions of this commission. Nevertheless, should Austria feel obliged to appeal against these decisions, she agrees to accept the decision which will be recommended by the Council of the League of Nations."

As a result of the Venice agreement, a plebiscite was held in the town and district of Oedenburg on December 13th, 1921; a majority was returned in favour of Hungary, and it was therefore decided by the Conference of Ambassadors that that town and district should be assigned to the latter Power.

The Delimitation Commission, after a careful study of the whole frontier, proposed that the three following districts should also be left to Hungary:

1. The area round the village of Pamhagen, because it controls a system of irrigation and navigation canals affecting a wide area of Hungary;
2. A group of villages to the East and South-East of Liebing, because they gravitate round the town of Güns which remains in Hungary;
3. A narrow strip of territory some 20 to 25 ks. in length to the East of the Hungarian town of Szombathely (Steinamanger) inhabited by a mixed Hungarian, German, and Croatian population, of which the economic centre is the said town of Szombathely.

The Austrian Government objected to these modifications of the frontier in favour of Hungary, but informed the Conference of Ambassadors in a letter dated May 4th, 1922, that it confirmed its undertaking to accept any recommendation which the Council of the League might make, provided such recommendation were agreed to unanimously in accordance with Article 5 of the Covenant. The Hungarian Government had already sent a request to the Secretary-General of the League in this connection.

The Conference of Ambassadors, having thus assured itself that the appeal to the Council of the League was accepted by both parties, has requested that body to examine the question at its next meeting. The subject has consequently been placed on the agenda of the 19th meeting to be held in July. The Council may examine the question in any way it thinks fit, and either issue its recommendation after studying the documents of the case, or send out a commission to conduct an enquiry on the spot. In the meantime the Secretary-General of the League has written to the Austrian and Hungarian Governments, informing them that the Council will take up the matter.

b) Hungary's Frontiers with Roumania and the Serb-Croat-Slovene State

The Conference of Ambassadors has informed the Council of the League that, in the opinion of the Boundary commissions, which have been tracing Hungary's frontiers with Roumania and with the Serb-Croat-Slovene State, certain changes are necessary in the frontiers laid down by the Treaty of Trianon. The Conference of Ambassadors furthermore requests the Council to deal with this matter at its next session.

This step has been taken in accordance with the covering letter of May 6th, 1920, to the Treaty of Trianon, stipulating that the commissions for tracing Hungary's frontiers could make representations to the Council of the League, if they considered that the frontiers laid down by the Treaty of Trianon needed adjustment at any point. In this case the Allied and Associated Powers agree, if one of the interested parties so demands, that the Council should lend its good offices for a rectification of the frontier by friendly negotiation between the two parties.

3. THE BULGARIAN REQUEST

At its next session, the Council of the League will consider a request of the Bulgarian Government, based on the second paragraph of Article 11 of the Covenant and concerning a difference of opinion between Bulgaria and the border States, i.e. Greece, Roumania and the Serb-Croat-Slovene State.

This dispute has been caused by armed raids in the frontier districts of the countries bordering on Bulgaria. In a letter to the Secretary-General of the League, the Bulgarian Government describes the steps taken with a view to quelling the disturbance, at the same time expressing regret that the means of repression of which it disposes—mainly forces raised by volunteer recruitment as stipulated in the Treaty of Neuilly—are not sufficient to ensure the success of these measures.

As the situation may become more and more critical, the Bulgarian Government has requested the intervention of the Council of the League, either in the form of an international inquiry commission on the spot or otherwise, as the Council may decide. This request is based on Article 11, paragraph 2 of the Covenant, under which any member of the League has "the friendly right to bring to the attention of the Assembly or of the Council any circumstance whatever affecting international relations which threatens to disturb either the peace or the good understanding between nations upon which peace depends."

VII. Social and Humanitarian Questions

1. RUSSIAN REFUGEES

a) Russian Refugees at Constantinople

In response to the appeal of the Council¹⁾, a few Governments have announced their readiness to contribute toward the sum of £ 30,000 needed to make available the American Relief Administration's offer of an equal amount²⁾ for the maintenance of the Russian refugees at Constantinople during four months, pending their evacuation to countries where they can find employment.

The sums promised so far are as follows: the Belgian Government, 50,000 Belgian francs; the Brazilian Government, £ 500; the British Government, £ 10,000; the Chinese Government, 5,000 French francs; the Czechoslovakian Government, 500,000 Czech crowns; the Japanese Government, 30,000 yen; the Swiss Government, 10,000 Swiss francs. Some of these sums, which at present amount to approximately £ 17,000, have been promised conditionally on the whole £ 30,000 being raised.

Meanwhile, the American Relief Administration has requested information as to the prospects of the necessary sum being found, since their first shipment of food and other stores left New York on June 7th and is due at Con-

¹⁾ See "Monthly Summary", for May, 1922.

²⁾ " " " " " 1922.

stantinople about July 1st. If the required £ 30,000 has not been raised by that date, the American Relief Administration will consider itself obliged to forward this shipment direct to Odessa.

b) Passeports and Visas for Russian Refugees

A meeting of Government representatives will be held at Geneva under League auspices on July 3rd, to discuss the question of special passport and visa regulations for Russian Refugees.

2. THE TRAFFIC IN WOMEN AND CHILDREN

a) First Session of the Advisory Committee on Traffic in Women and Children

The first Session of the Advisory Committee on Traffic in Women and Children will open on June 28th. The Committee, which was appointed on the recommendation of the International Conference on Traffic in Women and Children (June 1921), for the purpose of advising the Council on all matters connected with the execution of the existing conventions for the suppression of the traffic, is composed of representatives of Denmark, France, Great Britain, Italy, Japan, Poland, Roumania, Spain, and Uruguay, and five assessors representing voluntary international organisations interested in this question. The agenda includes a consideration of reports on the work accomplished by the League in connection with the suppression of the traffic since the International Conference.

The ratifications of the existing international agreements on the subject — the International Agreement of 1904 and the Conventions of 1910 and 1921 — will be one of the most important questions dealt with. The International Convention of 1921, which embodies the recommendations of the International Conference and was presented for signature in conformity with a resolution of the Second Assembly, has been signed by thirty-three governments, including two non-members of the League — Germany and Hungary. Whereas only a comparatively small number of States were Parties to the Conventions of 1904 and 1910, a large number of new States will now cooperate for the first time in the international movement, as under Article 1 of the new Convention the High Contracting Parties agree to adhere and ratify the two previous Conventions.

Another important item before the Committee is the report on replies received to the Questionnaire on legislative measures to combat the traffic. As the International Conference dealt with all replies received up to June 1921, the Advisory Committee will only have to consider those sent in since this date, in all about forty answers, mainly from British Colonies and Protectorates.

The Committee will further consider reports from voluntary organisations represented on the Committee and also methods of dealing with information from other sources. Other questions on the agenda concern the Central Authorities appointed under Article 1 of the International Agreement of 1904, and the employment abroad of women by entertainment agencies.

The Committee will also deliberate on the form of an Annual Report on repressive measures to be supplied by the signatories of the existing international agreements on the subject.

b) Ratifications of the International Convention

The Belgian government has deposited at the Secretariat General of the League the instruments of ratification of the International Convention for the suppression of the Traffic in Women and Children, done at Geneva, September 30th, 1921.

This is the first deposit of instruments of ratification of the said Convention which has taken place.

VIII. Miscellaneous

I. FORTHCOMING MEETINGS

- In session: The Permanent Court of International Justice, The Hague.
 " " The Committee on Allocation of Expenses.
 " " The Advisory Committee on Traffic in Women and Children, Geneva.
 July 3rd: The Temporary Mixed Commission for the Limitation of Armaments, Paris.
 July 3rd: Conference of Government representatives to consider the legal status of Russian refugees, Geneva.
 July: Session of Council.
 July 25th: Thirteenth session of the Governing Body, International Labour Office, Interlaken.
 August 1th: First session of the Committee on Intellectual Cooperation, Geneva.
 August 1th: Meeting of the Permanent Mandates Commission, Geneva.

2. THE MONTHLY BULLETIN OF STATISTICS

The Monthly Bulletin of Statistics, which is published by the Secretariat of the League, contains data of increasing accuracy and scope, based on reports furnished by the national statistical offices. A careful selection is made from these documents with a view to enabling the public to follow with the greatest precision the progress of the industrial and commercial movement in various countries.

The third number of the current year contained a table of compared area, population, length of railways, and mercantile marine tonnage in various countries during the pre- and post-war periods. The data relative to area and population after the war were taken in each case from the latest known census or official estimate. The figures dealing with railway systems were based very largely upon the reports presented by the States which took part in the International Conference on Communications and Transit at Barcelona.

In number five of the Monthly Bulletin of Statistics is given a new index number of wholesale prices for Belgium. This index, which has been communicated by the Belgian Government, has been based on a pre-war period in order to allow of comparison of the price movements in Belgium since the outbreak of war with those in the other countries for which indices are published in the Bulletin.

3. BIBLIOGRAPHY

The following works on the League have recently been received by the Secretariat:

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BRAZERES, Otto. *A Liga das Nações*. Rio de Janeiro, 1922. 331 pages.

SCELLE, Georges. *La Société des Nations, sa nécessité, son but, ses origines, son organisation*. Dijon 1922. 22 pages.

DE LA TORRIENTE Y PERAZA, Cosme. *La Liga de las Naciones, trabajos de la Segunda Asamblea*. Habana, 1922. 259 pages.

OFFICIAL PUBLICATIONS

Numerous enquiries about the publications issued by the League of Nations are received by the Secretariat at Geneva, and for general convenience a list is appended giving the authorised agents for these publications in various countries. The Publication Department at Geneva issues a catalogue which is periodically revised and sent regularly to those desiring it.

It comprises:

- The Official Journal and its six Special Supplements.
- The Treaty Series of International Engagements registered by the Secretariat.
- The Monthly Bulletin of Statistics.
- The Minutes of the Sessions of the Council, from the 12th to the 15th Session.
- The Reports of the Secretary-General to the 1st and 2nd Assemblies.
- Report on the Financial Reconstruction of Austria.
- Verbatim Report of the International Financial Conference at Brussels.
- Documents, Reports and Discussions on the Permanent Court of International Justice.
- The Records of the First Assembly including Plenary Meetings and Meetings of the Committees.
- Records of the International Conference on Traffic in Women and Children
- Minutes of the Sessions of the Provisional Health Committee.
- Records of the Conference regarding the Non-fortification and the Neutralisation of the Aaland-Islands.
- Report on certain aspects of the Raw Materials Problem.
- Memorandum on Currency, 1913—1921.
- Memorandum on Public Finance, 1921, and
- Memorandum on Central Banks 1913, 1918—1921.

AGENTS FOR LEAGUE OF NATIONS PUBLICATIONS

- Australia*: Australasian Publishing Co., Ltd., 229, Clarence Street. *Sydney*.
- Austria and Germany*: Rikola Verlag A.-G., Radetzkyplatz 5, *Vienna III*.
- Belgium*: Librairie de la Lecture Universelle, 86, rue de la Montagne, *Brussels*.
- Czechoslovakia*: F. Topič, 11 Narodni, *Prague*.
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I. Summary of the Month

The meeting of the Temporary Mixed Commission for the Reduction of Armaments at Paris and the nineteenth session of the Council of the League, which was held in London, were the main events of the past month.

The Temporary Mixed Commission had to consider certain questions of a technical nature, such as the destruction of surplus war supplies, the use of poisonous gases in war, and the private manufacture of and trade in arms and munitions. The Commission also took note of the replies of Governments to the recommendations of the Second Assembly regarding the limitation of military expenditure, as well as to the request for a statement on the position of each country in view of its need for national security and its international obligations. The agenda of the meeting included questions dealing with disarmament both by land and by sea.

At its May session, the Council had decided to hold an extraordinary session in July in order to discuss the terms of the "A" and "B" mandates. During the interval, the League organisations proceeded with the work in hand. The Permanent Advisory Committee for the Suppression of the Traffic in Women and Children met for the first time. Various questions, mainly political, were added to the agenda of the forthcoming Council meeting.

Representatives of the Austrian, Bulgarian, Greek, Hungarian, Roumanian, and Serb-Croat-Slovene Governments, i. e. the parties to the questions under debate, attended sessions of the July meeting, in which matters touching their particular interests were dealt with. Two questions of a political nature had been submitted to the Council. The first, which had been brought before it by the Bulgarian Government, concerned the invasion by marauding bands of the territories of States bordering on Bulgaria. The second dealt with the Hungarian frontiers with Austria and the Serb-Croat-Slovene State.

The A and B Mandates were one of the principal questions on the agenda and their provisions have now been definitely confirmed. The London meeting of the Council may therefore be said to have made remarkable progress in the application of the Mandates system.

The Norwegian Government submitted for discussion at the same meeting the question of the Russian famine and its influence on the general economic situation in Europe.

Finally, the Council considered reports presented for approval by the various commissions and organisations of the League—in particular, the resolutions of the following bodies: the Temporary Mixed Commission for the Reduction of Armaments, the Permanent Advisory Committee for the Suppression of the Traffic in Women and Children, the Health Committee and the Committee for the Procedure of Conciliation, and took the necessary steps to ensure their application,

The first annual session of the Permanent Court of International Justice continued throughout the past month. The Court is proceeding with the examination of the requests for advisory opinions which have been presented.

II. The Permanent Court of International Justice

I. THE FIRST ANNUAL SESSION

During the earlier part of the foregoing month, the Court pursued the series of hearings commenced in June on the two questions submitted to it for an advisory opinion.

Advisory Opinion No. 1. — By a Resolution dated May 12th 1922, the Council of the League of Nations requested the Court, in accordance with Article 14 of the Covenant, to give an advisory opinion on the following questions :

“Was the Workers’ Delegate for the Netherlands at the Third Session of the International Labour Conference nominated in accordance with the provisions of Paragraph 3 of Article 389 of the Treaty of Versailles ?” (1)

The representative of the Dutch Government, M. Limburg, after stating that as a matter of fact the Delegate in question had been admitted to the Conference to sit, contended that the 3rd Paragraph of Article 389 of the Treaty of Versailles did not provide that the appointment should be made in agreement with the *one* most representative Trade Union organisation, but with the most representative organisations in the country concerned. When no agreement could be reached between the Government and the one most important organisation, the former could not be compelled to accept the nominee of the latter. The Dutch Government, after trying to arrive at an equitable result, but having been unable to reach a general agreement, decided to appoint the Workers’ Delegate alternatively from one of the two chief groups into which the Dutch organisations are divided ; when the delegate was chosen from one of these groups, the technical advisers were chosen from the other.

M. Albert Thomas, speaking on behalf of the International Labour Office, first explained that the question put to the Court had been worded as it was at present only in order to place before the Court a strictly defined legal point to which it would be possible to answer. He then indicated the general principles on which Article 389 was based. That Article was, he said, a compromise between the conception of national sovereignty and idea of granting the industrial organisations an independent and autonomous position. He emphasised the fact that the Workers’ Delegate had been the representative of the workers’ organisations generally and that the groups of workers specially interested in general questions before the Labour Conference had, as a rule, been represented by technical advisers. He laid stress on the practice of arranging a kind of proportional representation : the nominee of one of the most representative workers’ organisations was usually appointed a delegate, whereas technical advisers were chosen from the members of other representative workers’ organisations, if any existed. Failing an agreement, and failing such proportional representation, the question would be which single organisation was the most representative in the country.

M. Thomas concluded that the Labour Organisation hoped to obtain from the Court indications as to the test for determining the representative character of the different organisations. The ultimate aim of the Labour Organisation in approaching the Court had been to obtain a basis for the agreements between the Governments and Trades Union Organisations, and between these organisations themselves, agreements which were necessary for the application of Article 389 of the Treaty.

The Court, after summing up the history of the case, the facts established in connection with it, and the arguments on both sides, came to the following conclusion :

“The Court is of opinion that the Workers’ Delegate from the Netherlands at the Third Session of the International Labour Conference was nominated in accordance with the provisions of Paragraph 3 of Article 389 of the Treaty of Versailles, and therefore answers the question in the affirmative.”

31st July 1922.

(1) See Monthly Summary, Vol. II, No. 6, page 114.

2. A FURTHER REQUEST FOR AN ADVISORY OPINION

At its May session the Council, at the instance of the French Government, requested the Permanent Court of Justice to give an advisory opinion on the following question:

"Does the competence of the International Labour Organisation extend to international regulation of the labour conditions of persons employed in agriculture?"

In compliance with this request the Court began to examine the question on the opening of its first annual session at The Hague on June 15th.

In the meantime, the French Prime Minister, M. Poincaré, had sent a letter, dated June 13th, to the Council of the League asking it to invite the Court to give its opinion on another question relating to agricultural labour. M. Poincaré said in his letter:

"The Governing Body of the International Labour Office was called upon to examine at its recent meetings a proposal made at the 3rd General Labour Conference on the means for improving agricultural production. The question of agricultural labour has already given rise to numerous protests in France on the part of members of Parliament and in agricultural circles. A further extension of the competence of the Labour Organisation must, *a fortiori*, produce demands in Parliament for explanations from the Government. The French Government, therefore, considers it highly desirable that the question of the competence of the Labour Organisation in agricultural matters should be forthwith examined in all its bearings by the Permanent Court of International Justice. With this object in view, I have the honour to communicate to you a request for a supplementary opinion, formulated in the following terms:

"Does examination of proposals for the organisation and development of methods of agricultural production, and of other questions of a like character, fall within the competence of the International Labour Organisation?"

Official information was received of this second request, but, since it could not be presented except by the Council or the Assembly, the Court decided to proceed with its deliberations whilst awaiting a decision of the Council on the subject.

The question came before the Council on July 18th.

M. Albert Thomas, Director of the International Labour Office, who was present at the meeting, declared that the International Labour Office did not pretend to be competent in matters of agricultural production and was concerned with the methode and means of production only in so far as they affected labour problems.

M. Viviani remarked that some uncertainty existed on the question of competence in matters connected with agricultural labour and that as the Labour Conference might possibly be led one day to exceed the limits imposed on it by the Treaty, it would be better in these circumstances to ask the advice of the Court of Justice. M. Hymans pointed out that the request of the French Government was complementary to another request for an opinion which the Court of Justice was at that moment engaged in discussing. If this new request were also submitted, the Court would have an opportunity of studying in all its bearings the problem of the competence of the Labour Organisation with regard to agricultural matters.

The Council agreed with this opinion and decided to ask the Court to give a ruling on the question put by the French Government. The Marquis Imperiali, although agreeing with M. Albert Thomas, declared that he did not wish to stand out against the unanimous opinion of his colleagues.

III. General Questions

I. AMENDMENTS TO THE COVENANT

a) *The meeting of the Committee*

At its meeting of January 10th 1922 (1) the Council decided that it was better to postpone the meeting of the Committee on Amendments until later, in case any further draft amendments should be sent in by the members of the League. Since then, however, no further draft amendments have been received.

As far as amendments to Articles 10 and 18 are concerned, they have been discussed by the Committee on Amendments in its first and second Reports.

The Council has entrusted to Lord Balfour the duty of fixing the date on which the Committee shall meet prior to the Third Assembly of the League

b) *Ratifications*

The Danish Government has informed the Secretariat General of the League that the King of Denmark has ratified the protocols of all the amendments to the Covenant approved by the second Assembly and that the deposit of the instruments of ratification will take place shortly.

2. REGISTRATION AND RATIFICATIONS

During the past month twenty-five treaties were deposited for registration and publication by the Secretariat of the League. Of this number, eleven were presented by the British Government, eight by the Estonian Government, and others by the Bolivian, Chinese, Danish, French, Japanese and Norwegian Governments.

Of special interest is the treaty concluded on February 2nd 1922 at Washington by China and Japan, which deals with the settlement of the Shantung question and is the first agreement between Powers attending the Washington Conference which has been ratified and subsequently registered with the Secretariat.

The Convention on Aerial Navigation, done at Paris on October 13th 1919, with its additional Protocol dated May 1st 1920, which came into force on July 11th 1922, subsequent to the deposit on June 1st of the instruments of ratification by Belgium, Bolivia, the British Empire, France, Greece, Japan, Portugal, the Serb-Croat-Slovene State and Siam, has been presented for registration by the League of Nations Service of the French Government.

The Bulgarian representative to the League of Nations has deposited at the Secretariat General the instruments of the ratification by the Bulgarian Government of all the conventions drawn up by the Barcelona Conference, i.e.:

1. the Convention and Statute on Freedom of Transit;
2. the Convention and Statute on the regime of navigable waterways of international concern;
3. the Declaration recognising the right to a flag of States having no sea-coast.

3. THE REDUCTION OF ARMAMENTS

a) *The Session of the Temporary Mixed Commission for the Reduction of Armaments*

At its session in Paris, July 3rd to 7th, the Temporary Mixed Commission for the Reduction of Armaments, strengthened by the addition of seven new

(1) See Monthly Summary, Vol. II, N° 1, page 3.

members, and under the chairmanship of M. Viviani, dealt with some far-reaching resolutions intended to comply with the request of the Second Assembly that the Commission should "make proposals on general lines for the reduction of national armaments which, in order to secure precision, should be in the form of a draft treaty, or other equally definite plan to be presented to the Council, if possible, before the Assembly next year".

Lord Robert Cecil, one of the new members of the Commission, put before it a plan for a collective guarantee through the League to all States accepting an agreed standard of armaments, that formed the political complement to proposals for a limitation of land armaments, and for the extension of the Washington Naval Convention to all Members of the League, made respectively by Lord Esher and Rear-Admiral Segrave, two other members of the Commission. In addition, the Commission dealt with a number of technical questions, such as the destruction of surplus war stores, the employment of gas in war, the private manufacture of arms and munitions, and the statistical enquiry into military, naval and air budgets suggested by the Second Assembly.

There will be one more meeting, just before the Assembly in September, after which the Commission expects to be able to present the Assembly with a series of detailed proposals for a scheme of reduction of armaments, based on the work done between then and now on the draft resolutions tabled by Lord Robert, Lord Esher and Rear-Admiral Segrave, as well as on the technical questions with which the Commission grappled at Paris.

In order to deal with its work, the Commission divided into three sub-committees, of which the first dealt with technical questions, the second with the general plan for reduction of armaments demanded by the Second Assembly, and the third, which will meet in Geneva at the end of July, will assemble and put into order the results of the statistical enquiry undertaken by the League Secretariat at the request of the Assembly. These three committees are composed as follows:

First Sub-Committee:

Lord ESHER (Chairman),
M. HODAC,
MM. JANCOVICI and JANSSEN (interchangeable),
M. JOUHAUX,
Captain KIYOKAWA,
General MARIETTI,
Rear-Admiral SEGRAVE,
M. F. J. URRUTIA,
M. Rivas VICUÑA.

Second Sub-Committee:

M. LEBRUN (Chairman),
M. Alcala ZAMORA,
M. BRANTING,
Lord Robert CECIL,
Marshal FAYOLLE (replaced by Lieut.-Colonel REQUIN),
M. JANCOVICI,
The Marquis DI SALUZZO,
Dr. OERSTED,
M. TATSUKE (replaced by M. HONDA),
M. THORBERG (replaced by M. Sven BACKLUND),
M. TORRE,
M. URRUTIA.

Third Sub-Committee :

Professor BENINI,
 Sir J. BRUNYATE,
 Colonel CARNEGIE,
 Marshal FAYOLLE (replaced by Lieut.-Colonel REQUIN),
 M. JANSSEN,
 Colonel LOHNER,
 The Marquis DE MAGAZ,
 M. OUDEGEEST,
 Admiral PENIDO,
 The Marquis DI SALUZZO,
 M. TORRE

1. The Reduction of Armaments. — Lord Robert Cecil's and Lord Esher's proposals. — Lord Esher's proposals for a limitation of land armaments and Lord Robert Cecil's plan for a collective guarantee to States accepting this limitation were studied together. The four articles of Lord Robert Cecil's proposal declare that :

1. No scheme for a reduction of armaments can succeed unless it is general ;
2. In the present state of the world most Governments could not take the responsibility of a considerable reduction of armaments without receiving in exchange satisfactory guarantees for the security of their respective countries ;
3. Such a guarantee can be afforded by a general defensive agreement among all the countries concerned, providing that these countries should all, or in groups, give immediate and effective assistance according to a pre-arranged plan to any one of their number that is attacked. However, in cases where for historic, geographic or other reasons a country is in a particularly exposed position, special measures may be taken to defend it on the lines of the above plan.
4. It is, of course, understood that these resolutions can only become operative upon the carrying out of a reduction of armaments on lines laid down beforehand and upon the creation of an effective organisation for ascertaining that this reduction has been carried out and is adhered to.

Lord Robert Cecil prefaced his explanation as to the scope and purpose of his scheme by stressing the fact that it expressed his personal views, and not those of the British Government, which he did not represent any more than any of the members of the Commission represented his Government. The four resolutions were intended to lay down the general principles of disarmament. These general principles could only become effective, there could only be a considerable reduction of armaments and so true disarmament, if the scheme were adopted by all the States of Europe and even of the whole world. On the other hand, all countries have the right to demand guarantees of their safety. Perhaps, said Lord Robert, this principle does not apply quite so categorically to my own country, but certainly the States on the Continent have the right to demand guarantees.

A general defensive agreement among all the countries concerned would, in Lord Robert's opinion, be in harmony with the general idea of the League Covenant to which all the States Members are pledged. This agreement must hold good not only for Europe but for other parts of the world as well. Nevertheless it is not feasible to ask nations at one end of the world to come to the aid of nations threatened at the other end. Hence the obligations to render assistance is limited to countries situated in the same part of the globe. To make a defensive agreement effective it is necessary to provide machinery capable of coming into action promptly in case of attack. As regards this side of the question Lord Robert Cecil quoted M. Léon Bourgeois' expression "il faut prévoir et préparer!"

The Commission decided to form a special Sub-Committee which would report at its next session on the way to apply in practice the general plan

sketched by Lord Robert Cecil. The Sub-Committee will also examine Lord Esher's proposal. It is composed as follows :

Lord Robert CECIL,
General MARIETTI,
General INAGAKI,
Colonel REQUIN,
Colonel LOHNER,
M. JANSSEN.

Lord Esher's and Lord Robert Cecil's proposals will also be transmitted to the Permanent Consultative Commission for study.

2. Limitation of Naval Armaments. — The Naval Treaty agreed upon at the Washington Conference has resulted in the reduction of the naval armaments of the Great Powers.

Rear-Admiral Segrave put before the Temporary Mixed Commission a proposal for extending the provisions of the Washington Convention, which may be regarded as the application to naval armaments of the principle of reduction of armaments laid down in the Covenant, to States Members of the League but not signatories to the Convention. The Marquis di Saluzzo and Colonel Requin moved amendments to Rear-Admiral Segrave's proposal.

The Commission declared its agreement with the general idea of an extension of the Washington Convention to other States. It furthermore decided to ask the Council to request the naval section of the Permanent Consultative Commission to investigate the technical aspects of this question and to hand in a report on this subject before the end of July.

At its next session, the Temporary Mixed Commission will study this report and draw up specific proposals to be presented to the Third Assembly, with a view to summoning an international conference of the Governments concerned.

3. The Limitation of Armaments Budgets and the Replies of Governments. — At the request of the Second Assembly, the Council had asked the Governments Members of the League to reply to a questionnaire on the considerations of national security, international obligations, geographical position and special circumstances governing their policies of national defence. A few Governments replied to this questionnaire.

The Commission, which considers replies to this questionnaire an essential factor in the problem of reducing armaments, and a way of bringing the whole problem down to the plane of practical realities, has requested the Council to ask the Governments that have not yet replied to be good enough to send in their answers before the 15th August, and in a form as explicit and detailed as possible.

The Commission furthermore requests the Council to press for additional replies to the recommendation of the Second Assembly as to the limitation of military budgets. Only fourteen States have replied to this suggestion, namely, Belgium, Colombia, Czecho-Slovakia, Denmark, France, Great Britain, Greece, Holland, India, Latvia, Peru, Poland, Sweden and the Union of South Africa.

The Commission was of opinion that it would be useful to put before the Assembly the results obtained hitherto by Governments in limiting their expenditure on armaments. For this reason the Council was asked to request those Governments that have not yet replied to do so before the 15th August. These replies will be put before the Third Assembly. The Commission also decided, at the suggestion of M. Lebrun, to put before the Assembly tables showing :

- a) Reductions in military expenditure effected by the various Governments in 1921 and 1922, in comparison with preceding budgets and as a result of the Assembly's recommendations;
- b) Changes in military expenditure in the years 1913 (pre-war budgets) and in 1922, as expressed in both paper money and gold;
- c) The relative importance of military budgets as compared with total budgets for the three years 1913, 1918 and 1922. This work will be done by the Third Sub-Committee (on statistics) which is to meet in Geneva in July.

4. *Destruction of Surplus War-Stores.* — The Permanent Consultative Commission, whose opinion was asked on this matter by the Temporary Mixed Commission, stated that this question had already been solved since all the countries concerned had by this time destroyed, or were destroying, the surplus war-material in existence at the Armistice.

5. *The Use of Poison Gas in War-time.* — The Washington Conference dealt with the question of poisonous and asphyxiating gases in war-time. It even drew up a Convention on this subject which the Temporary Mixed Commission suggested putting before the Members of the League not represented at Washington. The Commission will take steps to carry out this plan as soon as it has been informed that the Washington Convention has been ratified by the signatory Powers and communicated to the non-signatory powers. The Commission furthermore decided to ask the Committee of Intellectual Co-operation which is to meet on August 1st, to give an opinion on the way in which the co-operation of scientists could be enlisted, for publishing discoveries in poison gases and the development of chemical warfare. The Second Assembly passed a resolution on the advisability of addressing an appeal to scientists on this subject.

6. *The St. Germain Arms Traffic Convention.* — Both the First and Second Assemblies of the League passed resolutions insisting on the urgent importance of securing the ratification of the St. Germain Convention controlling the traffic in arms. The Secretary-General of the League has addressed enquiries on this subject to all the Members of the League. Thirtythree Governments have already sent replies and a further letter has been sent to the States whose answers have not yet been received. Ten States have ratified this Convention or adhered to it. Most of the Powers replying to the questionnaire have made their ratification contingent upon that of the Signatory Powers. Taking note of this fact the Commission has stated its opinion that the St. Germain Convention, which is of such great importance to the peace of the world, will remain a dead letter so long as the Powers that signed this Convention, whether Members of the League or not, and including the United States, do not consider themselves able to ratify it. Consequently, the Commission requested the Council of the League to ask all the Members of the League that have not yet ratified the Convention to take all the necessary "preparatory" steps for ratification, so that the final act of ratification can be deposited the moment the Principal Powers are ready to deposit theirs.

7. *Private Manufacture of Arms.* — Acting on the instructions of the Council, the Secretariat-General of the League has collected a great deal of information on this subject, and some members of the Temporary Mixed Commission have presented memoranda on the subject of the private manufacture of arms. The information gathered, and the memoranda submitted will be communicated to the council at its next session and are intended to furnish material to be considered by an international conference on the private manufacture of arms and munitions, in accordance with a resolution of the Second Assembly.

b) The Resolutions of the Council

At its session of July 20th, the Council approved all the resolutions which had been adopted by the Temporary Mixed Commission and took measures to ensure their fulfilment.

c) The Meetings of the Statistical Sub-Commission of the Temporary Mixed Commission for the Reduction of Armaments, and the Naval Sub-Commission of the Permanent Advisory Commission for Military, Naval and Air Questions

The preparations for action by the Third Assembly on the question of reduction of armaments have been carried a step further by the meetings at Geneva of the Third or Statistical Sub-Commission of the Temporary Mixed Commission and the Naval Sub-Commission of the Permanent Advisory Commission.

These meetings were undertaken in pursuance of resolutions passed at the last session of the Temporary Mixed Commission. The Statistical Sub-Commission, which sat from July 21st—23rd with the Marquis di Saluzzo in the Chair, studied the results obtained hitherto in the work of statistical enquiry undertaken by the League Secretariat at the request of the Second Assembly. The object of this enquiry is to present the Third Assembly with data concerning the military forces, military budgets, geographical areas, population, lengths of frontiers, etc. of all States, as such data are considered to be a preliminary and essential condition for dealing with the problem of reducing armaments.

At its present meeting, the Statistical Sub-Commission decided to ask for certain additional information to be obtained through the Council by means of a questionnaire drawn up by the Commission and addressed to the Governments Members of the League; to take the year 1922 for the after-war peace figures that are to be compared to the statistics for 1913; and to include in its report to the Assembly data on the raw materials, land and water transport facilities, and industrial capacity of the States concerned, for the bearing these particulars may have on defensive power.

The Naval Sub-Commission of the Permanent Advisory Commission, which met on July 22nd—27th with the Marquis de Magaz in the Chair, had been asked by the Council, at the request of the Temporary Mixed Commission to examine the technical aspects of the plan submitted to the Temporary Mixed Commission by Rear-Admiral Segrave, and intended to extend the principles of the Washington Convention for the limitation of naval armaments to all States Members of the League but non-signatories to this Convention. The Naval Sub-Commission produced a draft convention which will be considered by the Temporary Mixed Commission and the Council and then passed on to the Third Assembly.

In other words, the findings of the two Sub-Commissions, which contain only nationals of some Members of the League, and in no case authorised representatives, are purely tentative and preliminary, to be studied in the first place by the Temporary Mixed Commission and the Council, both of which bodies are to hold plenary sessions just before the Third Assembly in September, and in the second place by the Assembly itself, where all Governments of the League are represented by duly accredited delegations. The Assembly may then, in its turn, suggest, as regards the Naval proposal, the summoning of an international conference of the interested Governments to consider the draft convention.

The Sub-commissions were composed as follows:

Statistical Sub-Commission. — The Marquis di Saluzzo, Charmain; M. Janssen; Professor Benini; M. Oudegeest; Colonel Carnegie; Lieut.-Col. Requin (replacing Marshal Fayolle); Marquis de Magaz; Rear-Admiral Penido.

Naval Sub-Commission. — Rear-Admiral Penido (Brazil); Rear-Admiral Segrave, Commander Phillips, Paymaster Lieut. Commander Maynard (Great Britain); Rear-Admiral Jehenne; Cap. de Corvette Deleuze, Lt. de Vaisseau de Chaumie (France); Vice-Admiral Acton; Cap. de Frégate Ruspoli, Lt. de Vaisseau Torre Quadra (Italy); Captain Kiyokawa, Lieut. Commander Sato (Japan); Admiral de Magaz (Chairman), Captain Montagut (Spain).

4. THE BUDGET

The Accounts of the League during the third fiscal period (1921) were audited and approved in April by a member of the Auditing Department of the Netherlands. They were then submitted to the Commission of Control who proposed to adopt them in the form passed by the representative of the Dutch Government.

Owing to the short time at its disposal before the period expires during which the modifications made in the budget must be communicated to the members of the League, the Council decided, at its meeting of July 17th 1922, not to examine the budget for the fifth fiscal period (1923) during the course of that session. It reaffirmed its right however, to have the budget examined or amended by its representatives during the Assembly.

5. THE COMMITTEE FOR THE PROCEDURE OF CONCILIATION

The Committee appointed to examine the procedure of conciliation (1) has prepared a draft resolution, which the Council is requested to submit to the Assembly.

This draft resolution, which was presented to the Council by Mr. de Visscher, the Rapporteur to the Committee, contains, in the first place, a recommendation inviting all the States Members of the League to conclude among themselves reciprocal conventions by which they undertake to lay their disputes before Conciliation Commission, and, secondly, rules of procedure proposed for adoption by the various States, which however, would still remain free to determine for themselves the organisation, competence and procedure of the Commissions.

The draft resolution provides, moreover, for certain action to be taken by the organs of the League, either by the Secretariat or the Council. As regards the latter, it was proposed at the Council meeting of July 18th by M. Viviani, the Rapporteur on this question, that it should be clearly understood that the constitution of commissions of conciliation must not affect the rights and prerogatives possessed by the Council under the Covenant in the settlement of disputes.

The Council agreed to this and further decided to lay before the Assembly the Committee's Report and the draft resolution, with a slight modification in the text of Article 9 regarding the action to be taken by the Council should the Committee fail in its attempt to settle a dispute.

IV. Technical Organisations

1. THE PROVISIONAL HEALTH SECTION

a) The Periodical Reports of the Health Section

The last six Epidemiological Reports of the Health Section of the League Secretariat appeared on the 4th, 7th, 12th, 17th and 24th July, and on the 1st August, respectively, and contained information on the incidence of epidemics in East and Central Europe.

(1) See Monthly Summary, Vol. II, No 5. page 97.

The Russian Socialist Federal Soviet Republic

A) *Cholera*. — According to information received from the Peoples' Commissar for Public Health, asiatic cholera has become very severe since the beginning of the year (25,000 cases during the six first months of 1922) especially in the Zaporozhe and Poltava provinces of the Ukraine. The situation in Odessa is particularly bad. Since the beginning of summer the epidemic got worse in the towns and thence spread to the country, reaching the Volga region. The northern and eastern provinces (Petrograd, the provinces Vitebsk and Smolensk) were almost untouched until July; recently centres of infection have been reported in the north.

It looks as though the epidemic were going to be far more severe this year than last. During the first four months of 1922 there were three times as many cases as during the corresponding months of 1921. The death-rate is high amounting to some 50% of all the cases. The epidemic spreads chiefly along the rail lines, i. e. those of the Ukraine and of northern Caucasus (from Rostov on the Don to Vladikavkas and Baku).

In the Crimea and the Ukraine anti-cholera vaccination has been made compulsory but is very far from being generally used. 950,000 soldiers of the Red Army have been vaccinated since June 1st. There has been a movement of refugees towards the Volhynia and Podolia which threaten Galicia.

B) *Typhus and Relapsing Fever*. — 1,013,185 cases of typhus and 876,043 of relapsing fever had been reported by the end of May. This is about twice the number reported for the same period for last year. The districts chiefly affected have been the east and centre of Russia (Saratov, Simbirsk, Samara, Perm, Ekaterinburg). Whereas the epidemic would normally decline by the beginning of summer an increase in the number of typhus cases was reported in April from 17 provinces and relapsing fever in 26 provinces.

C) *Famine*. — The famine gets worse daily; the famine-stricken populations now number some 40 millions. Relief work is insufficient. The sixth All-Russian Bacteriological and Epidemiological Conference which met the 3rd to the 8th May 1922, declared that the famine "must be considered as a fundamental epidemiological fact". It sent an urgent appeal to the medical organisations of Europe and America to save the dying people.

D) *Plague*. — Twenty-four suspected cases with seventeen deaths have been reported from the Kalmuck territory.

Other Countries

Eleven new cases of cholera have been reported from Rovne in Poland. From the 21st May to the 1st July there have been 5,191 cases of typhus and 3,690 cases of relapsing fever, for the most part in the eastern provinces.

Typhus and relapsing fever have also been reported from Lithuania (492 cases of typhus with 24 deaths and 27 cases of relapsing fever, no deaths, in May); and from Bulgaria (151 cases of typhus with 16 deaths from the 1st May to the 16th July, 25 of these cases were among the Russian refugees).

In Roumania cholera was reported from Bessarabia in the middle of July; rigorous measures were at once taken to isolate infected persons and to stop the spread of disease.

The reports, moreover, contain the figures for Finland, Esthonia, the Free City of Danzig, Czechoslovakia and Constantinople. Finland alone has been completely free from typhus and cholera during the months of May and June, but suffered from a severe epidemic of grippe during the war.

The sixth Pan-Russian Bacteriological and Epidemiological Conference expressed its gratification at the results of the Warsaw Conference, and warmly endorsed the resolutions of this Conference concerning a joint anti-epidemic campaign by all States.

b) The Epidemiological Bulletin Nr 3

The Health Committee has just published the third edition of the Epidemiological Bulletin, containing information on the following subjects:

1. The epidemic situation in eastern and central Europe during the year 1921 with statistical tables and diagrams on the evolution of epidemics during the period January—April 1922.
2. The present position as regards anti-epidemic defence in East Europe.
3. A table of the numbers of deaths caused by grippe in European cities during the year 1921—22.

The information contained in the first part of the Bulletin is drawn from reports presented by the various Delegations attending the European Conference held at Warsaw on the 20th to 28th March. (See the Monthly Summary for March 1922.)

The tables deal with:

- a) *Typhus*. — In Poland, Czechoslovakia, and other countries of Central Europe, this epidemic has shown less violence during the first months of 1922 than during the corresponding period of 1921; on the other hand, the figures for Russia mark an increase (580,909 cases instead of 341,838).
- b) *Relapsing fever*. — In Lithuania and chiefly in Poland, the statistical tables show an increase of this epidemic as compared with the situation in 1921 (22,212 cases instead of 2,675).
- c) *Typhoid fever*. — This disease is prevalent throughout Europe, especially in the Eastern and Southern regions. The death-rate remains high, 8 to 10%, and more in Poland and Russia. In the latter country the epidemic appears to be on the decrease, but detailed information as regards the death-rate is not to be obtained.
- d) *Cholera*. — The data are incomplete, but sufficient to show that the centres of infection in the Ukraine and the Black Sea regions remained active during the winter; this fact is of great importance in the development of the disease.

The second part of the Bulletin is devoted to the study of the measures for health protection in Russia and in the countries bordering on Western Russia. In Russia, the medical staff comprises 25,020 doctors and 45,146 assistants. The number of hospital beds reserved for epidemic cases is about 20,000 in Russia and 30,350 in the Ukraine. There are 31 isolation and observation centres with 1,075 beds. The railway stations of Viazma, Smolensk, Orsha, Minsk and Vitebsk, which are important repatriation bases, have been adapted for the reception and treatment of patients and dispose of 5,225 beds. As a general rule, there is a lack of fuel for the baths and the disinfecting apparatus is in bad condition. The means of transport for the sick are practically non-existent. In 1921, the control stations in the interior and the frontier stations had to supervise the return of 758,853 individuals. Refugees have brought about a further increase of the railway traffic and the railways have become the principal means of transmission of epidemics.

In *Estonia*, quarantine stations are in operation at Narva for railway traffic and Reval for the sea-route. In *Latvia*, there are quarantine stations at Rossitten and Riga; the Lithuanian station is at Obeliai. Last year 460,000 individuals returned to Poland; four large hospitals with 2,500 beds at Baranowicze, Bialystok, Rovne, and Dorvhusk were reserved for epidemic cases. Several epidemiological institutes have been founded and prophylactic measures have been taken in view of an outbreak of cholera.

In *Roumania*, the army is in charge of the sanitary protection of the frontiers. This is simplified by the fact that the frontier line follows the course

of the Dniester. If refugees manage to elude inspection at the frontier, they are sent to camps in the interior of the country, as soon as they are discovered. The public health service would appear to be sufficient.

Part three of the Bulletin gives information regarding the influenza epidemic, which swept Northwestern Europe in November and December, 1921. It has been impossible to trace evidence of transference of infection in any definite direction. Deaths were due mainly to heart and lung diseases.

c) The Resolutions of the Council

The Council, at its meeting of 20th July, took note of the work accomplished by the Health Committee of the League of Nations during its session in Paris in May last (1), of which the chief features were the preparations for a revision of the International Sanitary Convention of 1912, a report on the execution of the decisions of the Warsaw Health Conference, and the offer of financial support by the Rockefeller Foundation. The Council congratulated the Commission, sent out by the League Health Committee and the Office International d'Hygiène Publique to undertake an epidemiological enquiry in the Near East, on the important work it had accomplished in a very short space of time and on the results it had obtained.

The Council decided to draw the attention of the governments to the very great importance of the international sanitary conference which will be convoked in the near future by the French Government, with a view to revising the international sanitary convention of 1912. It sent to the Office International d'Hygiène Publique, for the purposes of study, the revised text of Parts II, III and IV of the International Sanitary Convention prepared by the Health Committee of the League, as a result of first-hand study of present-day public health problems in the Near East. Finally, it authorised the Secretary-General to place the technical services of the League of Nations at the disposal of the French Government and of the Conference.

The Council expressed its gratitude to the Rockefeller Foundation for the generous support it is giving to the humanitarian work of the Health Organisation of the League. The Rockefeller Foundation has decided to place at the disposal of the Health Organisation of the League the sum of 30,000 dollars annually in order to assure, during five years, an epidemiological and statistical intelligence service on a large scale; as well as the sum of 60,000 dollars yearly during three years, to assure the interchange of sanitary staff, as recommended by the Health Committee at its last session (2). Each State is, however, of course free to take the attitude it judges best on the subject of this interchange. At its session in August the Health Committee will draw up a detailed programme for the use and administration of the sums received from the Rockefeller Foundation.

The Warsaw Conference had insisted upon the necessity of including among the members of the Health Organisation of the League experts belonging to States which are not members of the League of Nations, such as Germany and Russia. The Council has decided to invite the Health Committee to co-opt a member of German nationality. It has also authorised the Secretary-General to remind the States which took part in the Genoa Conference, of the resolution, adopted by that Conference, by the terms of which the European governments were invited to consider urgently the application of the principles of the fight against epidemics and sanitary protection adopted at Warsaw, and to address an appeal to their respective governments with a view to obtaining the necessary funds.

(1) (2) See Monthly Summary, Vol. II, No. 5, page 97.

It will be remembered that the Warsaw Conference had drawn up a text intended as a model for a series of sanitary conventions to be concluded between the States of Central and Eastern Europe which take an active part in the struggle against epidemics. One of these Conventions has just been signed between Poland and Latvia. This Convention takes for granted the collaboration of the Health Organisation of the League, to which it attributes in certain cases the rôle of mediator.

2. THE ECONOMIC AND FINANCIAL COMMISSION.

The Council studied the reports of the Economic and Financial Committees of the League submitted at its meeting of July 20th. The Economic Committee was asked to continue the study of the various questions with which it was dealing (1), particularly as regards the application of the Resolutions passed by the Economic Commission of the Genoa Conference.

The Council asked the Financial Committee to continue its enquiries on the question of the stabilisation of currencies and of minimising the disadvantages of abrupt changes in money values.

The Council, moreover, requested the Secretary-General to ask for information from certain States concerning questions of fiscal evasion and the scope and effect of existing international conventions on this subject. These Governments will be asked to give their views on extending the conventions of this sort, either between certain countries or in the form of general international conventions.

The Council accepted the rôle of arbiter in certain contingencies provided for in the contract between the Czechoslovak Government and the Bank of Baring Brothers, the bank of issue for the recent loan to Czechoslovakia.

The sending to Albania of an expert chosen by the Financial Committee was also approved. This expert will make a survey of the financial and economic conditions of the country and report to the Council, after which the Council will proceed to appoint a financial adviser to help the Albanian Government. This expert, who is already on the way to Albania, is M. Calmès, a Luxemburg economist of wide experience, and well-known for his work in Luxemburg and in other European countries. It is hoped that his report will be ready by the end of September.

The Council finally declared its desire to be of assistance to Austria in any way that it could, and for this purpose to collaborate in any action undertaken to relieve the desperate situation of that country. It also congratulated the Financial Committee on the efforts hitherto made to this end by the working out of the project of financial reform and international credits, and the effort to get all the liens on Austria raised.

V. Administrative Questions

1. PERIODICAL REPORT OF THE GOVERNING COMMISSION

The Saar Basin. — The periodical report of the Saar Governing Commission for the second quarter of 1922—tho which was annexed the budget of the territory for 1922—1923 and a copy of the programme of the different political parties and economic groups published before the elections for the Advisory Council—has been received, and will be published in the Official Journal. An outline of some of the more important features of the report is given below:

(1) See Monthly Summary, Vol. II, No. 6, page 124.

Political Situation. — Elections for the Advisory Council that was established in the Saar territory by a decree of the Governing Commission dated March 24th 1922 (see M. S. for March 1922), were held on Sunday, June 25th. Over 350,000 electors were registered, of which over 193,000 voted. Votes were cast for nine different parties, which had each prepared a list of 30 candidates. As a result of the voting the seats in the Advisory Council are divided as follows:

Centre Party	16
Social Democratic Party	5
Liberal Peoples Party	4
Union of Land Owners	2
Communist Party	2
German Democratic Party	1
	<u>30</u>

Six of the 30 members are secretaries of Trades Unions, 4 are Lawyers, 3 Mechanics, 3 Farmers, 2 Manufacturers, 2 Journalists, 2 Office employees, 2 Workmen, 1 Teacher, 1 Clergyman, 1 Business man, and 1 Architect. One of the 30 is a woman.

The report states that unjustified attacks against the Governing Commission have been made officially by various members of the German Government and in particular by the late Minister for Foreign Affairs and calls attention to the serious difficulties created thereby.

Economic Situation. — The economic situation has improved notably during the period covered by the report, as is shown by the fact that the number of unemployed was reduced from 3,000 during the previous quarter, to less than 2,000 during April, May and June. The net production of coal averaged considerably over 800,000 tons per month. Cast-iron and wrought-iron have been sold for good prices to Germany and the metal working industries appear to be busy. The building trade has been active and complaints have been made on account of the rarity of workers in the territory. This activity has been largely due to the efforts of the intercommunal Association for the construction of cheap dwelling-houses, founded by the Governing Commission. In 1921, 585 houses were constructed with the aid of this Association, and in the first half of 1922, 851 houses. Certain industries have recently been started in the territory, such as factories for bicycles, perfumery, etc., and an American house, after examining various localities in Europe where a large factory of steel office-furniture might be established under the best conditions, have decided to set up their plant in the Saar.

Administrative Problems. — *Negotiations with the German Government.* — Negotiations have been going on with the German Government concerning the situation of the war-wounded in the territory, but no agreement has yet been arrived at.

Budget. — The General Budget of the territory for the year 1922-1923, which was approved by the Commission in May, shows a balance between receipts and expenses, both ordinary and extraordinary expenses being covered by normal receipts.

The railway, post, telephone and telegraph department has reduced its estimated deficit from 16,000,000 francs the preceding year to 5,500,000 francs for 1922-1923. It has, however, been necessary to increase the allowance for the payment of salaries of officials who were previously paid in marks. The expenses for materials have also gone up.

The coal tax is expected to realise 40,000,000 francs and the customs 10,000,000. The total expenses in francs were expected to amount to 68,000,000 francs.

Fiscal Measures. — A draft convention designed to do away with double taxation between France and the Saar is awaiting ratification by the French Government.

Food Supply. — The report explains how the dearth of potatoes was overcome by the importation of 20,000 tons from outside the territory, one half of this amount coming from Poland. Difficulties with regard to the supply of meat have increased and negotiations have been carried on with producers in Denmark, Czechoslovakia, Germany, and even Argentine.

Public Works, Railroads, Posts, Telegraph and Telephone. — Certain reductions have been made in railroad rates for the benefit of Saar industries and the number of railroad officials and employees is being reduced.

The postal-cheque service with an office at Saarbruck for current accounts either in marks and francs, or in either currency separately, has been in operation since the 1st of June.

Much attention has been paid to improving the condition of the roads and to the requirements of traffic on them.

Public Relief. — The Central Office for Public Relief has given aid to a large number of needy and indigent, particularly to mothers and children, and it has assisted in campaigns against tuberculosis, nervous diseases, alcoholism, and venereal diseases. A new hospital for the territory will be opened on August 1st.

The 1,000,000 francs which was voted for distribution to the needy was distributed at three different intervals during the past 12 months, and a new credit of 3,000,000 has been provided for the coming year.

Commerce, Industry, and Labour. — Investigations of mining accidents have been conducted as usual. About one-third of the total number of accidents were caused by the falling of stones or coal, and the officials of the Mining Control Service are continuing to give particular attention to measures for the prevention of these accidents.

Conclusion. — The report concludes as follows: "The second quarter of the year 1922 was marked in the Saar Basin by an appreciable recovery in the economic situation. The Governing Commission trusts that the work of the Advisory Council elected on June 25th will permit it, by appropriate measures, to increase and develop still further this prosperity and to make it even more stable. The Commission is, on its part, resolved to exert all its efforts in order to obtain, within the limits of the Treaty of Peace and of the Decree of March 24th 1922, interpreted in a liberal manner, fruitful collaboration with the elected representatives of the inhabitants."

2. THE PROTECTION OF MINORITIES

Two minority questions came before the Council at its meeting on July 20th, namely, one relating to the protection of minorities in Poland, and one concerning German and Polish minorities in Upper Silesia.

1. Protection of Minorities in Poland. — A letter was read to the Council from the Polish Minister for Foreign Affairs, M. Narutowicz, in reply to the Council Resolution of May 17th. The letter declared that in accordance with the wish expressed by the Council in this Resolution the Polish Government had suspended the expropriation measures which it had been taking against certain classes of German farmers in Posen, until the end of the next session of the Council.

Moreover, the Polish representative for League affairs had communicated to the Secretariat a detailed memorandum on the questions of fact and law raised by the report on this subject of the Council Committee of May 17th. The Secretary-General of the League and the Polish representative will study this question jointly in order to present the Council with a final report at its next session.

2. Minorities in Upper Silesia. — The Council confirmed the Resolution passed at its last meeting, by which it assumes responsibility for the minority clauses of the Upper Silesian Convention concluded between Germany and Poland.

Finally, the Council took cognisance of two memoranda communicated to it by the Genoa Conference relating to the protection of national minorities of Bulgarian and Hungarian origin.

These two memoranda contain information of a rather general character and do not make accusations against any particular State, and do not mention specifically any infractions of the Minorities Treaties. For these reasons, the Council decided to request the Secretary-General to inform the Bulgarian and Hungarian Governments that it would always be ready to examine petitions or information concerning the protection of minorities brought to its notice by one of its Members in accordance with the Minorities Treaties and the procedure established by the Council.

3. MANDATES

a) "A" and "B" Mandates

The Mandates system was brought into full operation at the July session of the Council in London. At that time all the outstanding mandates, including Syria, Palestine and certain Central African territories, and excluding only Mesopotamia, were approved by the Council.

The "B" mandates for Central Africa, which include British Togoland, Cameroons and East Africa, French Togoland and Cameroons, and Belgian East Africa, entered into force immediately; the British Palestine mandate and the French Syrian mandate will enter into force as soon as the President of the Council is notified by the French and Italian Governments of the completion of negotiations now pending between the two Governments on certain points. At the same time, the provisions in the Palestine mandate for safeguarding the Holy Places are to be worked out in detail by the British Government and to be submitted to the Council at its next session at Geneva on August 30th.

As the "C" mandates for the Pacific islands and South West Africa were confirmed in December 1920, and the Permanent Mandates Commission, which has to advise the Council on all questions concerning mandates, was set up in December 1921, this means that the whole mandatory mechanism is now in operation, with the single exception of Mesopotamia, the draft mandate for which has not yet been formally placed before the Council by the British Government.

"B" Mandates. — The deliberations on the terms of the „B" mandates, which took place at a public session of the Council on July 18th did not give rise to any discussion. The rapporteur, Viscount Ishii, enumerated in the first place the causes of the delay in the approval of these mandates and recalled the long and minute negotiations held with a view to surmounting the objections presented to the Council by the United States eighteen months ago. He then stated that the new drafts differed but little from those considered in February 1921. He noted, however, certain changes which had been made with a view to giving greater precision to the obligation imposed on the Mandatories to refrain from granting concessions having the character of a monopoly; to safeguarding freedom of conscience and unifying the drafts of the various mandates on this point; to ensuring the observance of the article of the Covenant dealing with the commercial equality in mandated territories to be afforded to States-Members; and, finally, to providing that no modification of the drafts should be adopted without the unanimous decision of the Council. Viscount Ishii added that all these changes were made in order to follow as faithfully as possible the spirit of the Covenant.

A certain number of changes in phraseology, proposed by Viscount Ishii in his first report, remained to be discussed. These amendments had been suggested in order to bring the provisions of the "B" mandates into conformity with the terms of the "C" mandates. A drafting committee, presided over by Viscount Ishii, and entrusted with these alterations, finished its task before the end of the session.

Lord Balfour then announced that the British Government had been negotiating with the United States regarding the rights and privileges of missionaries in the districts under British mandate. In the original text of Article three of the draft-mandate for East Africa, these rights and privileges are defined as follows:

"Subject to the provisions of any local law for the maintenance of public order and morals, the mandatory shall ensure in the territory freedom of conscience and the free exercise of all forms of worship, and shall, subject to such control as may be necessary for the maintenance of good government, allow all missionaries, nationals of any State Member of the League of Nations, to enter into, travel and reside in the territory for the purpose of prosecuting their calling, to acquire and possess property, to erect buildings for religious purposes and to open schools."

The United States Government objected to the phrase: „subject to such control as may be necessary for the maintenance of good government." The

British Government therefore proposed to insert in the draft, with slight modifications of wording, a formula taken from the Yap Treaty concluded between the United States and Japan on the subject of the Pacific islands north of the Equator. The formula runs as follows:

"The Mandatory shall ensure in the territory complete freedom of conscience and the free exercise of all forms of worship which are consonant with public order and morality. Missionaries who are nationals of States Members of the League of Nations shall be free to enter the territory and to travel and reside therein, to acquire and possess property, to erect religious buildings, and to open schools throughout the territories, it being understood however, that the mandatory shall have the right to exercise such control as may be necessary for the maintenance of public order and good government and to take all measures required for such control."

Lord Balfour added that the British Government had informed the United States of this amendment and had also notified the French and Belgian Governments in order that they might bring the corresponding text in their mandates into agreement with the British draft if they so wished.

M. Viviani and M. Hymans accepted this proposal subject to agreement in the drafting Sub-Committee, and the mandates were thereby formally approved.

Thereupon, Viscount Ishii introduced a resolution on the prohibition of the abuse of the traffic in alcohol which is covered by Article 22 of the Covenant. This resolution, which was unanimously adopted, expressed the wish that the Mandatory Powers, in view of the obligations imposed upon them by the Covenant and the danger of the traffic for the native population of Central Africa, do all in their power to protect the population from this peril. The Permanent Mandates Commission was also requested to devote particular attention to the measures taken by the Mandatory Powers, and to inform the Council of its findings in this connection.

"A" Mandates. — In two sessions held on July 22nd, the Council considered and approved the Syrian and the Palestinian Mandates.

Marquis Imperiali informed the Council that his Government, upon learning that the French Government wished to discuss the Syrian Mandate at this session, had arranged for a prompt exchange of views between the two Governments. The Italian Government was desirous of obtaining from the French Government similar assurances as regards Syria to those received from England in connection with Palestine. Marquis Imperiali stated that he was authorised to approve the Syrian Mandate as soon as the negotiations in question had come to an end.

As no other objection was voiced, the Council opened the deliberations on the Palestine Mandate. The discussion centred on Article 14 of the draft, which deals with the safeguarding of the Holy Places. The Council adopted a revision of this article which now reads:

"A special commission shall be appointed by the mandatory to study and define the rights and claims in connection with the Holy Places and the rights and claims relating to the different religious communities in Palestine. The method of nomination, the composition and the functions of this commission shall be submitted to the Council of the League for its approval and the commission shall not be appointed or enter upon its functions until approved by the Council."

Consequently, the Council unanimously agreed that the terms of the French Mandate for Syria and the British Mandate for Palestine should be confirmed, to enter into force automatically on the announcement to the

President of the Council that an agreement had been reached by the French and Italian Governments on certain points concerning Syria.

The Council will meet again on August 30th in order to arrive at a decision on certain questions submitted to it concerning Article 14 of the Palestine Mandate. In this connection, the Spanish representative, M. Quinoñes de León, read a declaration to the effect that the Spanish Government considered the presence of a Spanish member of the Commission as indispensable. The French, Italian and Belgian representatives on the Council made similar declarations in the name of their respective Governments.

In a public session on July 23rd the orators were M. Viviani, Lord Balfour and Marquis Imperiali. M. Viviani drew attention to the importance of this session, in which the Council has made notable progress in the application of the Mandates system. France, he said, had considered and Great Britain agreed that the Mandates for Palestine and Syria were parts of one whole. As regards the negotiations between the Italian and French Governments on the Syrian Mandate, it might be taken for granted that an agreement would be reached before long.

Lord Balfour said that the long period of delay in defining and approving the Mandates was now at an end, as far as the Council was concerned. There would be a further-debate on the Holy Places. Long historical controversies were involved in the consideration of this part of the mandate, which required careful study. The British Government only desired to administer justice, taking into consideration the historic interests of the communities concerned. There was no desire to deprive any community of its established rights or to ignore any of the religious interests involved.

At the same time, every precaution had been taken that the provision of a national Jewish home should not encroach upon the interests or susceptibilities of any section of the population.

As the representative of a Catholic country, Marquis Imperiali declared that he attached the greatest importance to a settlement of the questions relating to the Holy Places mentioned in Article 14 of the Palestine Mandate. It was essential, he concluded, that an agreement be reached among the members of the Council before the next session of the Assembly.

b) The Permanent Mandates Commission

The second session of the Permanent Mandates Commission will take place at Geneva on August 1st.

The principal task before the Commission is the consideration of the annual reports on the administration of territories under "C" Mandates, which is provided for in the Covenant. The territories specially concerned are the Pacific islands north of the Equator (placed under Japanese Mandate), Samoa, Nauru, New Guinea and South West Africa. These Mandates were confirmed a year ago by the Council. The consideration of the reports by the Commission will take place before accredited representatives of the Mandatory Powers concerned.

The Commission will further consider reports transmitted to the Secretariat dealing with the administration of French Togoland and Cameroons, British Togoland and Cameroons, Syria and French Lebanon. Reports on Palestine, British Tanganyika and Belgian East Africa have also been announced. The Mandates for these territories were recently confirmed by the Council.

It will be recalled that the problem of the nationality of the inhabitants of mandated areas came before the Commission last year, since when it has collected information on the subject from the various Mandatory Powers. These data will form the basis for a decision, which, according to the instructions of the Council, the Commission will endeavour to reach at its second session.

VI. Political Questions

I. HUNGARY'S FRONTIERS

The Council had to deal with two questions concerning the laying down of Hungary's frontiers. One of these questions came before the Council owing to the terms of the Protocol of Venice (settling the question of the Burgenland between Austria and Hungary); the other, owing to the covering letter that accompanied the Treaty of Trianon (the frontier between Hungary and the Serb-Croat-Slovene State).

1. *The frontier between Austria and Hungary.* — M. Pflügl, the Austrian Representative, and Count Szapary for Hungary, put their respective cases in this matter before the Council, in its meeting of July 19th. The Austrian Representative stated that the proposals of the Boundary Commission would result in depriving Austria of a section of the Burgenland, comprising 24,000 hectares and several thousand inhabitants. Thus, the Peace Treaty had given the Burgenland to Austria as compensation for economic losses incurred elsewhere.

These alterations in the frontier would render illusory economic compensation intended by the Peace Treaty when giving Austria the Burgenland, and which the plebiscite of Oedenburg (Sopron) had already impaired. Furthermore, Austria will look upon its frontier with Hungary as a political frontier and not an economic barrier. The Austrian Representative ended his statement by requesting the Council to uphold the frontier laid down by the Peace Treaty.

The Hungarian Representative pointed out that the proposals of the Boundary Commission had been accepted by all its Members except the Austrian Delegate. Moreover, Austria, by signing the Protocol of Venice, implied its agreement in principle to a modification of the frontier. Finally, the Commission's proposals affect only a small part of the Burgenland.

The Council first of all decided to accept the rôle of arbiter suggested for it by the Protocol of Venice, and, secondly, asked M. Hymans to prepare a report on this question for its next session in August. This report would be drawn up with the help of experts representing the two countries concerned, and by the Secretariat General.

2. *The frontier between Hungary and the Serb-Croat-Slovene State.* — Hungary, basing its request on the terms of the covering letter of the Treaty of Trianon, had asked the Council to lend its good offices for the final settlement of its frontier on the basis of the proposals made by the Boundary Commission, dealing with frontiers between Hungary and the Serb-Croat-Slovene State. This question came before the Council on July 19th.

M. HYMANS, the Rapporteur, pointed out that the Council was entirely at liberty to decide whether it wishes to offer its good offices or not for effecting a friendly settlement of the issue.

COUNT SZAPARY for Hungary, and M. YOVANOVITCH for the Serb-Croat-Slovene State, were invited to take part in the Council meeting. The Hungarian representative stated that the Boundary Commission had proposed, for geographic and economic reasons, to cede to Hungary a strip of territory in the Mur district, containing about 18,000 inhabitants, of whom the majority were Hungarian. The Commission took this decision unanimously (the four Allied Representatives and the Hungarian delegate) except for the representative of the Serb-Croat-Slovene State, who voted in the negative.

The representative of the Serb-Croat-Slovene State pointed out that the Boundary Commission had taken this decision at the very beginning of its

proceedings, whereas, according to its instructions, it should not have made any recommendation until after completing its study of the whole frontier between the two States. This frontier is 360 kms. long, and the Commission's decision was taken after having studied only 60 kms. of this line. Afterwards, the Commission went on to investigate the 300 remaining kms. When this had been done, the Serb-Croat-Slovene representative on the Commission had made proposals for altering the line by means of mutual concessions, but the Hungarian representative did not accept these proposals.

Before offering its good offices, and in order first to see whether a friendly settlement was not possible, the Council decided to undertake a preliminary investigation of the Hungarian and Serb-Croat-Slovene cases. For this purpose, it asked M. Hymans to get into touch with the parties concerned, and to prepare a report with the assistance of the Secretariat on the whole question for submission to the Council at its next session, in order to enable the Council if necessary, to offer its good offices for effecting a friendly settlement. The Council asked the two parties to show their good-will, in order to make this preliminary work as useful and effective as possible.

2. BULGARIA AND THE INCURSIONS OF MARAUDING BANDS

The question of the incursions of marauding bands in the territory of States bordering on Bulgaria was considered at two Council sessions, on July 18th and 19th. This question had been brought before the Council by the Bulgarian Government which was represented at the London session by M. Theodoroff, the Bulgarian minister at Belgrad. The border States in question were represented at these sessions by M. Rengabe (Greece), M. Titulesco (Roumania) and M. Boshkovitch (Serb-Croat-Slovene State).

The Bulgarian representative stated that Bulgaria had loyally endeavoured to execute the Treaty of Neuilly; the Bulgarian Government had, however, been accused by the frontier States of allowing bands to invade their territories. The Bulgarian Government had repeatedly proposed the constitution of a Committee of Inquiry, but this proposal had never been accepted. On June 14th, the Bulgarian Government was officially notified by the Roumanian representative at Sofia, in the name of the three border States, that these Governments considered Bulgaria responsible for the situation and that serious consequences might ensue if no remedial steps were taken. Bulgaria, therefore, had appealed to the League under Article XI of the Covenant. The Bulgarian Government considered the situation most serious; it was of the opinion that an investigation must be made, but that this could only be done on the spot and by an impartial authority such as the League of Nations.

The Roumanian minister in London, M. Titulesco, declared that the States bordering on Bulgaria had endeavoured to settle this dispute by direct negotiations. The communication addressed to the Bulgarian Government on June 14th stated only that the incursions of armed bands into the neighbouring territories, which had already given rise to numerous complaints and whose existence had never been contested by Bulgaria, were becoming more frequent and dangerous. On the strength of the assurances given at Genoa by M. Stambouliisky to M. Bratiano, the interested Governments had renounced steps of a threatening character. They simply requested the Bulgarian Government to consider seriously this question in order to make possible the maintenance of good relations between the interested States. Shortly after, M. Stambouliisky, the Bulgarian Premier, replied to this note by a proposal of direct negotiations. The frontier States accepted the proposal subject to certain modifications. M. Titulesco declared that the step taken on June 14th by the frontier States did not have an unfriendly character, but that, on the con-

trary, the Governments of the frontier States and Bulgaria were in process of finding, by direct negotiations, a solution of the present difficulties. Under these circumstances, M. Titulesco was of opinion that there was no occasion for the Council to intervene for the moment. If the direct negotiations failed, the frontier States which were members of the League would submit the matter to the Council.

Thereupon M. Boshkovitch and M. Rengabe explained the views of their respective Governments. M. Boshkovitch said that the note of June 14th certainly had a friendly character and that it could not in any case come under the provisions of Article XI of the Covenant, as it did not contain a threat of war. Like the neighbouring States, the Serb-Croat-Slovene State had, in conformity with the spirit of the Covenant, entered upon direct negotiations which it hoped would succeed.

M. Rengabe stated that the Greek Government would be the first to appeal to the League, if it did not believe that the difference of opinion with Bulgaria could be settled by direct negotiation. He was also of opinion that the joint action of the interested States was not of a nature to affect adversely international relations, but, on the contrary, aimed at means of preventing war.

After noting these statements the Council requested Viscount Ishii to prepare a draft resolution, which was unanimously approved the next day. Under this resolution, the Council takes note of the fact that the steps taken on June 14th by the Governments of the States bordering on Bulgaria were not of a threatening or unfriendly nature, and that negotiations are proceeding between the interested Governments with a view to putting an end to the frontier raids. Under these circumstances the Council is of the opinion that all possibility of violent proceedings contrary to the stipulations of the Covenant appears to be excluded for the present. The Council therefore considers that recourse to another procedure, while direct negotiations are in progress, would only complicate matters.

The Council requested the parties to keep it informed of the result of the negotiations. In the case of the failure of the negotiations giving rise to a situation which might endanger peace in the Balkans, the representatives of the interested Governments formally assured the Council that the matter would be referred to it.

The decision of the Council was accepted by the representatives of the Governments of Bulgaria and the States bordering on Bulgaria.

3. TRANSFER BY THE GERMAN TO THE POLISH GOVERNMENT OF THE CAPITAL AND RESERVES FOR CONTINUING SOCIAL INSURANCE IN THE GERMAN TERRITORY CEDED TO POLAND

Article 312 of the Versailles Treaty has provided for the transfer, in German Territories ceded to Poland, of the reserve accumulated by Germany for the carrying on of Social or State Insurance in these territories. It is also laid down that the terms of the transfer shall be determined by a special convention concluded between the parties concerned.

A German-Polish commission, which met for this purpose, was unable to come to an agreement. In conformity with a Clause of Article 312, the Polish Government therefore submitted the question to the decision of the Council of the League. A Commission was appointed by the Governing Body of the International Labour Organisation, and was composed of five members, three chosen by the Governing Body, one by the German Government and one by the Polish Government.

The Commission accomplished its task and submitted to the Council a series of draft recommendations, accompanied by a report, in which it drew attention to the importance, from the point of view of the social institutions in question, of as prompt a decision as possible on the part of the Council. The Council examined and approved the recommendations at its meeting of July 17th.

By the terms of Article 312 of the Treaty of Versailles, Germany and Poland are obliged to consider the decision of the Council as final.

VII. Social and Humanitarian Questions

I. RUSSIAN REFUGEES

a) The International Conference on Russian Refugees

An international conference of Government representatives, summoned by Dr. Nansen, High Commissioner of the League of Nations for Russian refugees, met in Geneva from July 3rd to 5th. The object of this conference was to discuss Dr. Nansen's report to the Council, dated March 17th, which had already been circulated among the Members of the League and had elicited a certain number of replies. The report contained definite proposals as to the issue of identity cards to those among the Russian refugees whose passports might be insufficient from an international point of view.

Sixteen countries sent representatives to the conference, namely: Austria, Bulgaria, Czechoslovakia, Finland, France, Germany, Great-Britain, Greece, Hungary, Japan, Poland, Roumania, Spain, Sweden, Switzerland and Yugoslavia.

The conference was successful in reaching unanimous agreement on a simplified form of identity card, resembling in all important respects those already issued by certain countries, e.g., Czechoslovakia and Germany.

Dr. Nansen will immediately ask all countries interested in the problem of Russian refugees whether they are willing to adopt this form of identity card for refugees within their territory, and to recognise similar documents issued by other Governments. The proposed document contains all information usually included in a passport and states that the bearer is a Russian national by origin and that he has acquired no other nationality. The document will cease to be valid if the bearer enters Russian territory at any moment, and will be issued subject to the laws and regulations with regard to the control of foreigners in force in the States concerned.

The conference agreed unanimously that an international agreement on this form of identity paper, even if accepted at the beginning by only a small number of countries, would be a great step towards a more equitable distribution of Russian refugees.

b) The Council Resolution

At its session of July 20th the Council heard a report by Dr. Nansen, the League High Commissioner for Russian refugees.

Dr. Nansen was able to inform the Council that, thanks to the generosity of the American Red Cross, the whole sum of thirty thousand pounds sterling needed for the evacuation of the Russian refugees at Constantinople (1) had been found. As a first result, the High Commissioner has been able to enter upon negotiations for the transfer to Bulgaria of a certain number of refugees, and for the return to Vladivostok of about a thousand

(1) See the Monthly Summary for May and June 1922.

Siberians. Dr. Nansen is proceeding with the organisation of labour exchanges in various countries with a view to finding employment for refugees either in Europe or in oversea countries. The High Commissariat has received promises of co-operation from several private organisations regarding notably the transfer of Jewish refugees to Palestine and the establishment and maintenance in Poland and Roumania of League offices similar to that in Constantinople.

Subsequent to arrangements concluded with the British Government, the High Commissioner had further assumed responsibility for the evacuation of some 2,600 refugees in Egypt and Cyprus. The progress made in this matter is satisfactory. Most of the camps in Egypt and Cyprus have been closed; refugees from these countries have been landed in Bulgaria, where many of them have already found work. Progress has also been made in finding employment for the 2,000 Russian refugees in the Serb-Croat-Slovene State, who were hitherto supported by the British Government.

After considering the work of the Conference of Government Representatives, which was held at Geneva at the beginning of July, the Council decided to invite the States Members of the League and the Government of all countries interested in the problem of Russian refugees to adopt the form of identity certificate approved by the Conference.

2. THE RUSSIAN FAMINE

The Council was faced once more with the request of the Norwegian Government that it should study the question of sending a Committee of Enquiry to Russia. This question came before the Council at its May session and was then referred to the Genoa Conference, since the latter was at that time dealing with the whole question of Russia. The Council's Resolution, however, arrived too late at the Conference and was therefore referred back to the Council.

The Norwegian Government, which was again represented by Dr. Nansen, is of opinion that the question of studying the Russian famine and the consequences it may entail both for Russia and the economic position of the rest of Europe, is urgently necessary. It believes that it is not possible to hope for a disappearance of the famine by next year and that consequently the question of epidemics, which is intimately joined up with that of the famine, will remain as pressing as ever. The Norwegian Government sees the best remedy for this situation in the revival of Russian agriculture, and does not believe that this task offers as great difficulties as is generally imagined. This is why Dr. Nansen, in the name of the Norwegian Government, suggested setting up a Committee of Enquiry for studying the economic consequences of the famine in Russia and the possibility of reviving agriculture.

After hearing Dr. Nansen's explanations, the Council decided to request the Secretariat of the League to collect all the information it could from the various Governments, relief and other organisations operating in Russia, and from any other available sources, in order to present the Council with as detailed and complete a picture as possible of the actual position of affairs in Russia for the enlightening of public opinion. The Council's Resolution concluded as follows:

"That when this work is finished and provided that the information thus collected justifies it, a Commission of Experts be appointed to make use of the material thus obtained to examine what conclusions can be drawn therefrom with the object of setting forth what in its opinion are the effects of the Russian famine on the Russian situation in general and on the financial, economic and health situation of Europe as a whole—in a word establishing a connection between the Russian situation and European reconstruction."

At the end of the Council meeting, letters were sent to all Governments as well as to the relief organisations in order to obtain the information asked for by the Council's Resolution. The Secretariat has immediately begun the work it was asked to perform.

3. THE SUPPRESSION OF THE TRAFFIC IN WOMEN AND CHILDREN

a) The first session of the Advisory Committee

The Permanent Advisory Committee on the Suppression of the Traffic in Women and Children held its first session at Geneva from June 28th till July 1st 1922. (For the Members of the Committee see Monthly Summary, Vol. II, No. 5, page 110. M. Regnault was however replaced by M. Bourgeois, M. Posner by M. Sokal, and Dr. Paulina Luisi was not present.) According to the alphabetical order of the French names of the states, the chair automatically fell to Mme. Estrid Hein (Denmark), who, however, preferred to waive her right until some future date. Mr. S. W. Harris (British Empire) therefore took the chair, and Mme. Estrid Hein became Vice-Chairman. The Secretary to the Committee was Dame Rachel Crowdy.

The results of the Committee's deliberations are embodied in a series of resolutions which have been submitted to the Council for approval prior to their being laid before the Assembly in September. In the first place the Council was requested to ask all States that are members of the League and that have not yet signed the 1921 Convention to do so as soon as possible. The Committee also recommended that Germany and the United States, in view of the interest they had shown in the suppression of the traffic, should be invited to appoint members to serve on the Advisory Committee.

Close contact among the various bodies engaged in the work of suppression of the traffic was urged. The Committee recommended that all Governments who had not yet appointed Central Authorities specially competent to deal with the question and attached to some executive department, should do so without delay, and that these should keep in constant touch with the Secretariat of the League and the voluntary international associations, so as to facilitate prompt action. The Advisory Committee also recommended close co-operation with the International Emigration Commission and welcomed the measures contained in the Resolutions of this Commission which aimed at checking the traffic in women and children. A form of annual report was drawn up, which Governments should be asked to furnish to the League, showing the measures taken by them to prevent the traffic in women and children. These reports are intended to form the basis of a yearly general statement prepared by the Secretariat for the use of the Committee and showing the situation and the progress made all over the world.

Some practical measures were also proposed by the Advisory Committee, notably for the protection of women and girls seeking employment in theatres, music-halls etc. The Committee recommended that the competent authorities when applied to for passports, should be instructed to warn girls seeking employment abroad and to advise them as to the fairness of their contracts; also that Governments should be urged to ascertain the conditions under which girls, both foreigners and their own nationals, are employed in theatres, music-halls etc., and to consider the desirability of legislating to protect minors seeking employment abroad.

Submission of the Report to the Council. — On July 18th the Council examined the Advisory Committee's Report. The Chairman of the Committee, Mr. Harris, was present and gave the Council information, furnished by the voluntary associations, showing that present conditions in Germany and the

United States are such as might give rise to a recrudescence of the traffic. In these circumstances the Council considered it advisable to invite the two countries each to appoint a member to serve on the Committee.

The Council also instructed the Secretary-General to take the necessary steps for the immediate execution of the recommendations of the Advisory Committee.

b) The Ratification of the International Convention

During the foregoing month the instruments of ratification of the International Convention of 1921 for Suppression of the Traffic in Women and Children were deposited at the Secretariat-General of the League by the Government of Great Britain (for herself and her Colonies) and of Siam.

4. THE DEPORTATION OF WOMEN AND CHILDREN IN ASIA MINOR

On July 17th the Council decided to inform the Commission of Enquiry that it was authorised to proceed with the work of reclaiming deported women and children in Turkey. The Council also requested the Commission to submit a report on the situation to the next Assembly.

5. THE TRAFFIC IN OPIUM

a) System of Import Certificates

The system of import certificates recommended by the Opium Advisory Committee for controlling the traffic in opium and dangerous drugs (1) has, up to the present date, been accepted by twenty States Members of the League:

Austria	Greece	Norway
Belgium	Haiti	Peru
Canada	India	Poland
China	Italy	Portugal
Czechoslovakia	Japan	Siam
France	Netherlands	South Africa
Great Britain and her colonies	New Zealand.	

Germany has also agreed to act in accordance with the recommendations of the Advisory Committee on the subject of import certificates. As regards the United States of America, information has been received, through the Netherlands Government, that the United States Government already has in practice a system of control by means of import certificates somewhat similar to the one recommended by the Advisory Committee.

b) The Report of the Advisory Committee

On July 21st the Council examined the question of certain passages of the Advisory Committee's Report, which had already been returned by the Council at its last session to the Committee for reconsideration. The Council decided to request the Advisory Committee to discuss the matter again and to hold a special meeting for this purpose before submission of the question to the Assembly.

VIII. Forthcoming Events

August 1st: First session of the Committee on Intellectual Co-operation, Geneva.

(1) See Monthly Summary, Vol. I, No. 6, Vol. II, No. 4.

- August 1st: Second session of the Permanent Mandates Commission, Geneva.
 August 30th: Twentieth session of the Council of the League, Geneva.
 September 1st: Meeting of the Temporary Mixed Commission for the Reduction of Armaments, Geneva.
 September 4th: Third Assembly of the League of Nations, Geneva.
 October 18th: Fourth session of the International Labour Conference, Geneva.

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I. Summary of the Month

The work of the League of Nations during August began with Meetings of the Commissions on Mandates, Health and Intellectual Cooperation, saw the conclusion of the First Session of the Permanent Court of International Justice, and terminated with the Meetings of seven other Commissions and the Twentieth Session of the Council preparatory to the Meeting of the Third Assembly on September 4th.

The First Session of the Permanent Court of International Justice was terminated at The Hague on August 12th with the delivery of its second and third Advisory opinions. During this session also the Chamber for Summary Procedure for 1923 and many other important administrative questions were finally settled.

The Permanent Mandates Commission had before it the first Annual Reports of the "C" mandates as provided for in the Covenant, and, after a detailed examination in the presence of Australian, New Zealand and Japanese representatives, prepared a report for the Council approving of the administration of the Pacific Islands Mandates except for two questions raised regarding the Island of Nauru and the importation of Chinese labour. The Commission also examined reports presented by the Powers entrusted with "A" and "B" Mandates and drew up a series of important conclusions thereon.

The Health Committee at its 4th Session accepted the proposal of the Rockefeller Foundation for financial cooperation as regards the interchange of public health personnel and the publication of epidemiological intelligence, drew up a programme for the application of the Warsaw Conference recommendations, decided in principle upon sending a Commission of Enquiry to the Far East to consider cholera and plague, and resolved to coopt a German Member for its next Session on January 4th when it is hoped that both the Brazilian and American Members can also be present.

The Committee of Intellectual Cooperation gave an intensive study to the many proposals submitted to it for the betterment of international intellectual relations, selected a certain number of outstanding questions where co-operation could be effective, and drafted a detailed Report for submission to the Assembly.

In the political field the British Prime Minister, as President of the Conference of Prime Ministers which met at London, forwarded to the Council the documents regarding the economic and financial situation of Austria as brought before that Conference, while at the same time, the Austrian Government sent a telegram to the Council requesting the earliest possible assistance in order to prevent the break-up of Austria with all the consequences that it would have for Europe. The Council began to discuss this question on August 31st.

The investigation into the economic and financial situation in Russia, particularly as regards agriculture, which had been authorised by the Council as an outgrowth of the Norwegian Government's proposal of a Commission of Enquiry, was initiated during the month by a letter from the President of the Council asking all Governments to transmit to the Secretariat any information which they might consider relevant. At the same time, the offer of the American Relief Administration to cooperate with the League in the care and evacuation of Russian Refugees at Constantinople was formally accepted by the League upon fulfilment of the condition named that the League raise £ 30,000 as its share of the financing of the work. Finally, two Boundary Conferences were held in Geneva during the month, the first on the Austro-Hungarian and the second on the Serbo-Hungarian frontiers.

The last week of August was crowded with the meetings of the Council, and the Armaments, Economics, Transit and Control Commissions, and all the preparatory work for the Third Assembly which began on September 4th. The Council had before it an important Agenda including the definition of the Commission of the Holy Places of Palestine, the Report of the Mandates Commission, questions of Minorities in Albania, Latvia, Esthonia and Poland, the reconstruction of Austria, an Anglo-French question regarding Tunis, Marocco and the like.

The Armaments Commissions had to consider a proposal for disarmament based on a universal treaty of guarantees with military responsibilities limited to nations on the same continent, for the fixing of a definite scale by which a comparative reduction of armaments may be effected, for the extension to all other naval powers of the principles of naval reduction agreed upon in Washington, together with reports received from some 20 different nations on the political questions under-lying their present system of armament, and

various other more detailed questions, such as the proposal for an international convention controlling the private manufacture of arms, the limitation of the sale of arms in backward countries, etc.

The Economic Committee met to consider the possibility of preparing international Conventions for the standardisation of the nomenclature of customs tariffs, the equitable treatment of foreigners engaged in commerce, frontier formalities as regards imports, customs, right of search and the obligation of analysis of goods; and the insertion of the most-favoured nation clause in all customs tariffs.

The Commission on Communications and Transit met to discuss a series of questions continuing the work of the Barcelona Conference or referred to it by the Genoa Conference, including the preparation of a General Convention on Railways, consideration of a preliminary draft convention on the transmission of hydro-electric power across national frontiers, control of the opium traffic in free ports, and the interpretation of the Convention on International Waterways.

The Committee of Control of League finances also met to consider all subjects relevant to the League Budget, including the audit of the past year and the estimates for the coming year.

Preparations for the Third Assembly opening on September 4th went ahead rapidly during the last part of the month. Most of the various reports to that body were put into shape and the names of Representatives of the various Governments began to be received.

II. Permanent Court of International Justice

I. THE FIRST ANNUAL SESSION

The first ordinary session of the Permanent Court of International Justice, which in accordance with the Statute had opened on June 15th, adjourned on August 12th. During this session the Court held fifty meetings, fifteen of which were public. The Court gave three advisory opinions on questions brought before it by the Council of the League, the first of which is to be found in the July number of the Monthly Summary.

Advisory opinion No. 2. — On July 3rd the Court held its first public hearing with regard to the following question put before it by the Council on the request of the French Government:

“Does the competence of the International Labour Organisation extend to international regulation of the labour conditions of persons employed in agriculture?”

During this hearing and the subsequent four, which took place either in the Grand Hall or in the Small Hall of Justice of the Hague Peace Palace, the following were heard:

M. DE LAPRADELLE	(France)
Mr. TALBOT	(Great Britain)
M. Caeiro DA MATTA	(Portugal)
M. Charles DE MAYER	(Hungary)
M. Jules MAENHAUT	(International Commission of Agriculture at Paris)
M. Albert THOMAS,	Director of the International Labour Office
M. JOUHAUX	(International Federation of Trade-Unions).

M. de Lapradelle, in stating the case of the French Government, explained that in their view neither that Part of the Peace Treaty which embodies the constitution of the International Labour Organisation, nor the

preparatory documents on which it was based, established precise rules with regard to the competence of the International Labour Organisation in agricultural matters. During the drafting of this text, proposals to adopt such rules, or even a general declaration on which a future regulation should be laid down, had been constantly rejected. M. de Lapradelle agreed that all kinds of labourers, including agricultural workers, were covered by the general expressions used in the Labour Part, as for instance, in the Preamble, but stated that no articles establishing precise rules were applicable to agriculture, and since the Labour Part of the Treaty certainly restricted the sovereignty of States, in the opinion of the French Government no extensive interpretation could be based on it. He pointed out, moreover, that owing to its very character, agricultural labour was hardly suitable for uniform national regulation, and still less for uniform international regulation.

Mr. Talbot, speaking on behalf of the British Government, while admitting that it would be inexpedient at this time to subject agriculture to international regulation by the methods furnished by the International Labour Organisation, expressed the opinion that, from the purely legal point of view, that organisation was competent to deal with agriculture. In support of this contention, Mr. Talbot put forward three main arguments:

1. Firstly, if agricultural work was to be outside the scope of the Labour Organisation because of its special character, several other important industries, for instance that of fishing, would be in much the same position. Yet the competence of the International Labour Organisation with regard to these other industries had been universally recognised.

2. Secondly, to exclude agriculture from the scope of the Treaty express words were needed, and the mere fact that agriculture was not specifically mentioned was not sufficient argument for its exclusion.

3. Thirdly, although it was true that during the preparation of the Treaty proposals to make special mention of agriculture had not been successful, this had been due to reasons other than a contention that agriculture should be outside the competence of the International Labour Organisation.

Moreover, the preamble to the Labour Part was worded in general terms including all kinds of labour and had obtained force of law by the reference made to it in Article 387 of the Treaty.

Mr. Caeiro da Matta, representing the Portuguese Government, supported the view that the International Labour Organisation is competent in questions concerning agriculture.

M. Charles de Mayer, on behalf of the Hungarian Government, maintained the opposite view, in support of which he pointed out, amongst other things, that the Governing Body of the International Labour Organisation, which was to include representatives of the eight States of chief industrial importance, did not include members chosen with a view to represent chiefly agricultural States. This seemed to indicate that the terminology of the Treaty did not cover agriculture, and resulted at any rate in rendering the Governing Body of the Organisation incompetent to deal with questions concerning agricultural labour.

M. Jules Maenhaut, speaking in the name of the International Commission of Agriculture at Paris, also contested the competence of the International Labour Organisation.

M. Albert Thomas, on behalf of the International Labour Office, urged that, the question put to the Court being a question of law, reasons of expediency should not be involved.

Considering the competence of the International Labour Organisation in agricultural matters as a legal problem, he had arrived at the conclusion that, both by actual interpretation of the text and by a study of the preparatory documents, the competence of the Labour Organisation in these matters could not be contested.

As regards the interpretation of the Treaty texts and the terminology of the Treaty, M. Thomas entirely adhered to the conclusion arrived at by Mr. Talbot.

With reference to the failure to mention agriculture specifically in the labour part of the Peace Treaty, M. Thomas drew attention to the fact that the authors of the text had feared that the inclusion in the International Labour Organisation of special representatives of agriculture would lead to the formation of a too numerous assembly and the creation of dissatisfaction in countries with greatly developed manufacturing industries. Moreover, there was a general lack of organisation among of agricultural workers, who indeed would be represented through the Governments or by technical advisers.

M. Thomas recalled that the members of the Commission who drew up this part of the Treaty had clearly expressed the intention that agriculture should be considered as covered by their draft, an intention that had been solemnly repeated when the labour part was adopted by a full meeting of the Peace Conference and again reaffirmed when the President of the Peace Conference informed the Hungarian Delegation that the Treaty applied to agricultural workers as well as to workers in industry and commerce.

M. Thomas finally stated that an agreement had been concluded between the International Labour Office and the International Institute of Agriculture at Rome which recognised the competence of the Labour Organisation with regard to agricultural labour.

M. Jouhaux, speaking on behalf of the International Federation of Trade Unions, pointed out that it could not have been the intention of the framers of the Treaty to exclude from its application any special group of workers.

The Court, having also considered several documents submitted by certain Governments and Organisations which found it impossible to furnish oral explanations, gave the following advisory opinion, which has since been transmitted to the Council of the League:

"The Court is of opinion that the competence of the International Labour Organisation does extend to international regulation of the conditions of labour of persons employed in agriculture and, therefore, answers in the affirmative the question referred to it."

In a Note appended to this opinion it is mentioned that Mr. Weiss, Vice-President of the Court, and Mr. Negulesco, Deputy Judge, declared that they were unable to concur in the opinion given by the Court.

Mr. Beichmann, Deputy Judge, took part in the deliberations of the Court concerning this question, but was compelled to leave for Norway before the terms of the opinion were finally settled.

Advisory opinion No. 3. — (Additional question to No. 2.) In the July number of the Monthly Summary were recounted the circumstances under which the Council of the League, on the request of the French Government, had referred to the Court the following additional question on agricultural matters:

"Does examination of proposals for the organisation and development of methods of agricultural production and of other questions of a like character fall within the competence of the International Labour Organisation?"

M. de Lapradelle, in a public hearing on August 3rd, explained, on behalf of the French Government why that Government had asked an opinion from the Court on this question. He said that the French Government believes that the International Labour Organisation is trying to extend its competence towards agricultural production, and is desirous, therefore, to protect its own rights as well as those of others.

In support of this statement, M. de Lapradelle quoted remarks made by the Secretary-General of the Labour Conference, on the occasion of M. Zumeta's amendment, and recalled the procedure by which the said amendment was transformed into a special proposition. He likewise drew the attention of the Court to negotiations with the Governing Body of the International Institute of Agriculture in Rome, in order to come to an agreement concerning the respective competencies of these two bodies with regard to agriculture. The vague nature of the actual terms of this agreement were held fully to justify the fears of the French Government. Though it is true that the International Labour Organisation itself does not claim competence with regard to agricultural production, the French Government believes that this question cannot be dissociated from agricultural labour questions, and therefore desired the opinion of the Court thereto.

M. Albert Thomas, Director of the International Labour Office, on August 8th, also in public session, explained the view of that Organisation. According to him, the International Labour Organisation does not claim to have any special competence with regard to agricultural production, although naturally its activities may occasionally touch upon this problem.

The Court, in the same public session, in the course of which it gave its opinion on the first agricultural question also gave its opinion on the second. The following paragraph of this opinion explains the point of view of the Court:

"It follows from what has been said, that the Court understands the question to be whether the consideration of the means of production in itself, and particularly from the specific points in respect of which powers are conferred upon the International Labour Organisation by the Treaty, falls within the competence of that Organisation.

This question, for the reasons above stated, the Court answers in the negative."

2. CHAMBER OF SUMMARY PROCEDURE

During this session, the Court also settled various important internal questions, amongst others the Chamber for "Summary Procedure" for the year 1923. The following Judges were appointed as members of this Chamber: Mr. Loder (Holland) President of the Court, President, Mr. Weiss (France) Vice-President of the Court and Mr. Moore (U. S. A.) members, Lord Finlay (England) and Mr. Altamira (Spain), substitute members.

The Chamber for Summary Procedure is established by Article 29 of the Statutes of the Court with a view to the speedy dispatch of business. At the request of the parties to a dispute, this Chamber may hear and determine cases without the necessity of summoning the other eight Judges. The Chamber follows much the same procedure as the full Court.

III. General Questions

1. THE THIRD ASSEMBLY

The Assembly, which opened on September 4th, 1922, had to deal first with the Report presented by the Secretary-General on the work of the Council and the Secretariat and the measures taken to execute the decisions of the Assembly.

It had then to examine the questions submitted to it in accordance with the rules of procedure, concerning specially the constitution of the League and including Amendments to the Covenant (the Canadian Amendment for the

suppression of Article X and the Dutch Amendment regarding the registration of treaties), the report on the procedure of conciliation and, finally, the allocation of the expenses of the League.

The activities of the technical organisations of the League were to come under discussion through the reports of the Economic and Financial Committees, the Committee on Communications and Transit, and the Health Organisation.

With regard to disarmament, the Assembly had before it the report of the Temporary Mixed Commission created last year.

The Assembly had further before it various reports on the humanitarian work of the League, including those of Dr. Nansen, the High Commissioner for Russian Refugees, the Advisory Committee on Traffic in Opium, the Committee for the Suppression of the Traffic in Women and Children, the Commission of Enquiry into the deportation of women and children in Turkey and Asia Minor and the Committee on Intellectual Cooperation.

In the political domain, the Assembly had to decide on Hungary's request for admission to the League and to examine the protest of the Lithuanian Government regarding the Vilna territory, as well as other questions.

Various financial questions of the League administration had to be settled, including the budget for 1923.

2. AMENDMENTS TO THE COVENANT

The Danish and Siamese Governments have deposited at the Secretariat the instruments of ratification of all the amendments to the Covenant adopted by the second Assembly.

The Italian Government has ratified all amendments with the exception of those relative to Article VI of the Covenant (Allocation of Expenses).

3. REGISTRATION AND RATIFICATION OF INTERNATIONAL AGREEMENTS

During the past month, a series of sixty international agreements was presented for registration and publication by the German Government, most of which had already been deposited by one or other of the contracting parties. This series includes the treaty abolishing the state of war between Germany and the United States of America.

The Japanese Government deposited the text of the treaty concluded during the Washington Conference by Japan and the United States, which deals with Yap and the Pacific Islands placed under Japanese Mandate. This treaty is the second of those following upon the Washington Conference to be ratified by the signatories and thus ready for registration. The first of the series was the Shantung agreement which was presented in July by the Chinese and Japanese Governments.

More than three hundred treaties have been registered to date by the Secretariat of the League.

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The British and Italian Governments have deposited at the Secretariat the instruments of ratification of the Conventions drawn up at the Conference of Barcelona (1921). The ratification of the British Government is on behalf of Great Britain and Ireland, New Zealand, India, Newfoundland and certain other colonies.

The Barcelona Conventions and the additional Protocol will enter in force on October 31st, 1922, i. e. ninety days after the reception by the Secretary-General of the League of the fifth ratification. The Conventions have already been ratified by Albania and Bulgaria.

4. THE FINANCES OF THE LEAGUE

The auditing of the League's accounts for the year 1921 has now been completed, showing that the receipts during that period from States Members of the League have been sufficient not only to meet all expenses, but to provide for the small working capital considered necessary for possible emergencies. While not all of the sums due have yet been paid in, the cost of administration of the League has been appreciably less than had been originally provided for, owing largely to careful supervision of expenses. At the same time, the assets of the League have increased greatly in value.

5. THE FIRST SESSION OF THE COMMITTEE ON INTELLECTUAL COOPERATION

The League of Nations Committee for the study of international questions concerning intellectual cooperation held its first session at Geneva from August 1st to 5th, 1922 (1).

All members were present with the exception of Professor Einstein, who had informed the Committee that his departure for Japan would unfortunately prevent his attending the first session, but had assured his colleagues of his whole hearted cooperation on his return next spring.

Dr. Hale's state of health made it necessary for him to be assisted by an alternate, Mr. R. A. Millikan, director of the Norman Bridge Laboratory of Physics at the Technological Institute of California, Vice-Chairman of the National Research Council, and Member of the International Research Council.

After electing the Chairman, Professor Bergson, and the Vice-Chairman, Professor Gilbert Murray, the Committee took a preliminary survey of the possible scope of its work. "The number of questions which may be addressed to the Committee is practically unlimited," remarked the Chairman. The Committee then made a selection of particularly urgent problems and of such as offer chances of relatively easy and rapid settlement. These questions—concerning the position of brain workers in various countries, international bibliography, the spreading of scientific information and the results of research, inter-university relations, and intellectual property—offer immediate opportunity for international cooperation.

The Committee realised at once that it would be impossible to achieve practical results so long as it did not broach the material side of the question. It therefore considered in the first place the situation of intellectual labour in various countries and the question of intellectual property.

As regards the first of these two points, the Committee suggests to the Council that it should investigate the position of intellectual workers, the evils from which they are suffering and the possible remedies, paying special attention to the economic aspects of the matter. The Committee wished to draw the Council's attention to the disastrous conditions prevalent in certain European countries and the urgent need of appropriate action.

To this end, Professor de Reynold and Madame Curie have been requested to prepare reports on conditions in Austria and Poland respectively.

The Committee also asked Mr. Millikan to report on a scheme for the institution of an international loans and credits office, with a view to facilitating scientific research.

The Committee noted the fact that intellectual property, especially when scientific, is not sufficiently protected, in fact not even recognised. It is true that the use of inventions is protected by patents but the idea, the discovery itself, on which the invention hangs, is not. A sub-committee consisting of MM. Destrée, Millikan, Ruffini, and Torres Quevedo, was requested to study

(1) See Monthly Summary, Vol. II. Nos. 5 and 6.

this question and to consult all persons and institutions likely to be of assistance, in particular the International Office for Literary and Industrial Property at Berne, the International Research Council and the Confederation of Intellectual Workers.

The problem of international cooperation in scientific research was also examined by the Committee. In scientific research collaboration is, of course, one of the best methods of bringing men together through their common efforts on behalf of peace and civilisation. The Committee does not wish to interfere in the organisation and work of scientific societies and has therefore decided that this collaboration should be the task of the learned societies themselves, offering, however all assistance in its power.

The Committee asked M. Ruffini to prepare a report on the drawing up of an international agreement for the discovery and publication of antiquities. In spite of the zeal shown by many nations in the discovery and preservation of antiquities, a considerable number of documents of the greatest value are still buried or unknown to the world of science. There is no doubt that international collaboration in these matters is legitimate and necessary: in fact, it already exists between certain nations. But international ruling is in force for a just distribution of this work, its costs and its results. It should be agreed that not the possession, but the knowledge of all the equal monuments of humanity is the equal right of all nations. An international agreement, consequently, might be proposed: (1) to draw up a list of archeological sites not yet exhaustively explored; (2) to make a general plan of research; (3) to establish rules for the methods of research; (4) to make international regulations for the preservation and disposal of monuments of antiquity.

Another group of questions studied by the Committee concerns inter-University relations, the exchange of publications and the international organisation of bibliography; that is to say, the means of preserving and circulating knowledge as quickly as possible.

A sub-committee composed of MM. de Castro, Destrées, Millikan, Murray, de Reynold, will make arrangements for an international Congress of the Universities, both state and independent, in all countries. The Committee considers that it would be useful to convoke such a Congress, if the Council agree and circumstances permit, so that those interested may be consulted on the possibilities of intellectual cooperation. Inter-University cooperation may be looked at from various points of view. The sub-committee charged with the arrangement of the Congress will begin by examining the following points: the exchange of professors and of students, the equivalent values of university courses and degrees, the institution of international scholarships, of international vacation courses and of a central office for information on university matters. Naturally, in the examination of these questions, the sovereign right of nations to make their laws in matters of education must be respected, as well as the autonomy of the universities.

In connection with the exchange of publications there are already certain conventions in existence, drawn up in Brussels in 1886. The Committee considers that it is in the interest of intellectual cooperation that these conventions should be adhered to as widely as possible; also that the measures they contain should be put into full operation, improved and developed, notably by the concession of free postage and the extension of the facilities accorded by these conventions to all publications, non-official publications included.

The Committee considered the question whether existing bibliographical institutions should be entrusted with the task of organising international bibliography or whether it would be better to obtain the services of the experts' translations in the various scientific branches. It was of the opinion that the collaboration of the experts and bibliographers was absolutely necessary and that, moreover, the time was not yet ripe for entrusting any institution with the care of organising international bibliography.

As this question is of first importance, and lies at the foundation of international intellectual cooperation, the Committee decided to appoint a sub-committee, composed of Mme Curie and M. Destrée, who will coopt a certain number of persons belonging to the categories of intellectual workers whose collaboration appears to be essential, viz., bibliographers on the one hand, specialists in their subjects on the other. The sub-committee may also gather opinions from other quarters, especially from scientific bodies.

The Committee will also study the questions, brought forward by the President, of a legal international obligation to deposit books and of the constitution of one or more international libraries formed by this means. The difficulty would be, as a rule to find buildings for such accumulations of books; not in France, however, for M. Bergson believes that the donjon of Vincennes might be given for this purpose.

Finally, the Committee expressed its opinion on a question, submitted to it by the Commission for the Reduction of Armaments, regarding a recommendation adopted by the 2nd Assembly on the utility of an appeal to scientists to publish their discoveries concerning poison-gases. Members of the Committee of Intellectual Cooperation who are competent to give an opinion in this matter, have declared that this appeal would be useless, since it would not be adopted and could not be made effective. In these circumstances the Committee of Intellectual Cooperation decided to inform the Commission for the Reduction of Armaments that it was unable to suggest methods by which the collaboration of the scientists of the whole world could be obtained for the publication of discoveries relating to poison-gases and the development of chemical warfare.

The best description of the work of this session is given in the words pronounced by the chairman at the close of the last meeting.

"To sum up," said M. Bergson, "the results achieved by our discussions are that our purpose is now clearly defined, and that we have before us a large number of questions to be examined, together with definite methods of solving them". . . . "I believe," he added, that it is the wish of all, before separating, to send a message to the League of Nations saying, in the name of the whole world—whom we are supposed to represent here—that we consider that the League has conceived a great and beautiful idea, that we have done all in our power to promote it and that, after careful study and discussion, we have come to the conclusion that this idea is capable of full realisation."

IV. Technical Organisations

I. THE PROVISIONAL HEALTH ORGANISATION

a) The fourth Session of the Health Committee

The fourth session of the League Health Committee, which met in Geneva from August 14th—21st, dealt with a long list of questions, comprising the arrangement with the Rockefeller Foundation, the interchange of sanitary personnel, the application of the recommendations of the Warsaw Health Conference, reports on the work of the Health Organisation since last May and of the Epidemic Commission during the last year, a report on the epidemiological situation in the Far East, and other matters. The Committee concluded its session by deciding to co-opt a German member and to meet again in plenary session on the 4th of January, when it was hoped Dr. Chagas (Brazilian) and Dr. Josephine Baker (American) could also be present.

The fourth session is the last before the Third Assembly, and so reveals the position of the Provisional Health Organisation at the end of its first year of existence: On the one hand the arrangement has been practically concluded with the International Health Board of the Rockefeller Foundation, by which the latter undertakes to finance two special branches of the Health Commission's work—namely, epidemiological intelligence and investigations, and the interchange of sanitary staff—to the extent of respectively 30,000 dollars a year for five years and 60,000 dollars a year for three years. On the other hand, the Health Organisation is referred to as the mediator in the sanitary conventions now being concluded between the States of East and Central Europe, and was designated by the All-European Warsaw Health Conference as the executor of the latter's plans for an anti-epidemic campaign in East Europe. Meanwhile the Epidemic Commission of the Health Organisation has been steadily at work in Poland, and its plans for extending its activities northward into Latvia and eastward into the western marches of Russia and the Ukraine have just been approved by the Health Committee. The Committee supported this approval by a strongly worded resolution to the Council urging the necessity for obtaining fresh funds for this purpose, since Russia is still ravaged by epidemics, and great numbers of refugees and repatriated persons are still crossing the frontier into the Border States. In the course of its work in East Europe, the Health Organisation has established close contact with both the Border State and the Soviet health authorities.

A Mixed Commission of Enquiry, sent by the Health Committee and the Office International d'Hygiène Publique to investigate the working of sanitary administration in the Near East, has prepared a revised draft text of Parts II, III and IV of the International Sanitary Convention, and suggested measures of co-ordination. The text and the suggestions will be put at the disposal of the Office International d'Hygiène Publique, as well as of the international conference to be summoned by the French Government for revising the sanitary convention of 1912. At the session just concluded, the Health Committee decided in principle upon sending a small commission of enquiry to the Far East, with a view to studying the prevalence of cholera and plague in ports, the measures taken to prevent the transmission of epidemic diseases, such as plague and cholera, by sea-borne traffic, etc. At the last sitting it was also decided to appoint three experts for an enquiry into sleeping sickness and tuberculosis in equatorial Africa, and to cooperate with the Mandates Commission in drawing up its questionnaire on these subjects.

The first essay in interchange of sanitary staff is to begin in October, and will take the form of a two weeks' course at Brussels for foreign public health officers, followed by two months of first-hand observation of the actual working in practice of various public health systems. The 20 odd officials taking this course are drawn from the health services of Belgium (2), Bulgaria (1), Czechoslovakia (2), Italy (5), Poland (5), Soviet Russia and Ukraine (5), Serb-Croat-Slovene State (2). It is hoped that this first experiment in cultivating the international spirit and giving international experience in public health service will reveal many and fruitful possibilities.

As regards international organisation, the Health Organisation has absorbed the Epidemic Commission, established a basis for practical cooperation with the Office International d'Hygiène Publique, and is collaborating with the League Mandates and Opium Commissions and International Labour Office.

b) The periodical Reports of the Health Section

On August 11th and 16th respectively the Health Section of the League Secretariat issued two further reports on the incidence of epidemics in East and Central Europe.

I. Russia and the Ukraine

According to the reports cholera is still on the increase throughout Russia, the Ukraine, and Allied territories, new centres of infection having been discovered in the provinces of Voronezh, Stavropol, Saratov, Tyumen (3 centres), Tver, Nijni Novgorod and Terek as well as in the city of Rybinsk and in the Mari-Cheremiss territory. Conditions in Rostov-on-Don are catastrophic: The river Don and the local water-supply contain cholera germs, and the disease has spread from the railway stations throughout the town. In Crimea the situation is grave: The epidemic of cholera is increasing. There have been 1000 cases since May, and the mortality rate is over 50%. Typhus, in spite of the warm weather, is widespread. In Odessa the number of cholera cases is about 120 a day, and the number of carriers varies from 25 to 73. There is a great shortage of water and hospitals have great difficulty in getting transport for the sick and dead. Desinfection is practically impossible for the same reason.

In general there have been 27,345 cases of cholera notified in Russia, Siberia, the Ukraine and the Caucasus between January 1st and July 22nd. The mortality rate was 80 to 100% during the first months of the epidemic; 50% in May; 40% in June.

II. Poland

Provisional returns showing the incidence of epidemic diseases during the two weeks ending July 15th, include: 873 cases of typhus with 50 deaths; 874 cases of relapsing fever with 31 deaths; 527 cases of enteric fever with 25 deaths; 401 cases of dysentery with 44 deaths; 56 cases of smallpox with 8 deaths; 6 cases of cholera with 3 deaths; 1,432 cases of malaria with no death. Of these cases the Eastern marches were responsible for the greater part.

Between July 26th and 31st nine cases, with five deaths, of cholera were reported from various points in East Poland.

III. Finland

The following infectious diseases were notified in Finland from July 1st to 15th, 1922: — 218 cases of influenza; 105 cases of enteric fever; 57 cases of diphtheria; 38 cases of scarlet fever; 11 cases of dysentery; 5 cases of poliomyelitis acuta.

IV. Latvia

249 cases of typhus; 127 cases of scarlet fever; 66 cases of diphtheria; 63 cases of enteric fever; 30 cases of smallpox; 12 cases of relapsing fever; 2 cases of cerebrospinal meningitis; 3 cases of leprosy, were notified in May, 1922. Contrary to former experience at this time of year, a downward tendency of the typhus wave is not marked.

V. Hungary

895 cases of scarlet fever with 20 deaths; 288 cases of enteric fever with 34 deaths; 200 cases of diphtheria with 16 deaths; 43 cases of dysentery with 4 deaths occurred in Hungary in May 1922.

VI. Constantinople

A case suspected to be bubonic plague is reported from Constantinople, July 30th.

2. THE LEAGUE AND AUSTRIAN RECONSTRUCTION

The discussion of the financial situation of Austria was begun at the first meeting of the twentieth session of the Council, which opened on August 31st. The debates were public and took place in the presence of Dr. Grünberger, the Austrian Minister for Foreign Affairs and Count Mensdorf-Pouilly.

The British Prime Minister, acting on behalf of the Prime Ministers' Conference which was recently held in London, had communicated to the Council the correspondence exchanged by the Austrian Government and himself. The Conference thereby entrusted the Council with the investigation of the Austrian question.

Moreover, the Austrian Government had addressed to the Secretary-General of the League, for communication to the President of the Council, a telegram referring to the above mentioned decision, concluding:

"Confident in the wisdom and justice of the League of Nations, the Austrian Government is convinced that the League will see its way to granting immediate and real assistance so that the imminent danger of the collapse of Austria and the consequent disastrous results for Europe may be averted."

At the opening session, the President addressed the members of the Council as follows:

"Before we begin our discussion of the questions on the agenda I should like to make a proposal as to procedure in regard to one of them—the question of Austria.

This problem is, as we all realise, at once of the gravest importance and the greatest urgency. The Council will doubtless, therefore, desire to arrange a procedure which will both admit of careful consideration of the problem now submitted to it and will also avoid any waste of time.

The Austrian problem has of course already been studied in detail by the Financial Committee, and the Council made definite recommendations as to the conditions on which they considered the Austrian finances could be put upon a stable and permanent foundation.

For reasons which I do not now need to recall, these recommendations were unhappily not given effect to and the fundamental evils from which Austria was then suffering remain, and in an aggravated form.

We have now been asked again to examine and report in even more difficult circumstances, and the Council will doubtless desire to consider very carefully whether it is in a position to assist in solving the problem in its present state, and if so upon what conditions. The problem has of course at the present moment many aspects, some of which are graver than when the Financial Committee last examined the question. One important element, in any case, however, in the question as now presented, is the financial position, with the changes that have occurred in the last eighteen months.

I suggest, therefore, that the Council should at once, this afternoon, instruct the Financial Committee again to examine the question so far as it falls within their competence, and report to the Council as soon as possible.

I suggest as to their terms of reference that they should take the question as defined in the relevant portions of the letter written by the British Prime Minister on behalf of the Powers at the London Conference to the Austrian Minister, and should furnish a report on the financial aspects of this question as one element in the problem with which the Council is confronted.

I suggest secondly, however, that without waiting for the completion of this work which will commence at once, but must necessarily take some little time, the Council should set aside a definite day, say Wednesday next, for hearing at length the exposition of the Austrian situation in all its aspects by the Austrian representatives, who are now with us.

The Council will of course throughout conduct its discussions and arrive at its decisions in continuous consultation with the Representatives of Austria. For it is one of the fundamental principles of the Covenant that a country, though not formally a member of the Council, becomes a member with full and equal rights when questions especially affecting its interests are dealt with."

3. THE THIRD SESSION OF THE TECHNICAL AND ADVISORY COMMITTEE ON COMMUNICATIONS AND TRANSIT

The Technical and Advisory Committee on Communications and Transit met at Geneva, on August 30th, 1922, with M. Van Eysinga in the chair.

The technical advisers appointed by the Committee took part in the discussions. The German Government, who had been specially requested to name an adviser, has proposed M. Wolf, ministerial adviser to the Ministry of Communications at Berlin.

Various sub-committees (on the equitable treatment of commerce, on transport by rail, on general questions, and hydro-electric power) met during the sessions of the Technical and Advisory Committee. The principal questions before the Committee include:

a) The resolutions of the Genoa Conference. — The resolution on the subject of transports adopted by the Genoa Conference was referred to the Technical Committee by a resolution of the Council of the League. Under article 8 of the Genoa resolution, the Technical and Advisory Committee is called upon to examine from time to time the progress achieved in carrying into effect the provisions set forth in articles 1 to 7 and, to this end, to summon, if necessary, special conferences of experts. As a matter of fact, besides the provisions dealing directly with the Barcelona Conventions and recommendations, and a convention regarding the international regime of railways, articles 1 to 7 contain a certain number of clauses relative to international cooperation as regards the improvement of railroads, ports, waterways as well as the inspection of such by competent technicians to be organised by the States requiring the same.

Moreover, the articles in question provide for:

1. The carrying into effect of the Berne Convention of October 1890 whilst awaiting a new convention on transport by rail of passengers, luggage and goods;
2. the summoning by the French railway administrations of a conference of technical representatives of all the railway administrations of European and other interested states;
3. the provisional formation of motor transport services, if considered desirable, pending the restoration of rail- and waterways;
4. the carrying into effect of the Porto-Rose agreement and the extension of the principles enunciated therein to the whole of Europe.

b) The supervision of the opium traffic in free ports. — The Advisory Committee on the Traffic in opium has requested the Technical Committee to consider this question and to examine suggestions with a view to the suppression of illegal traffic in drugs.

c) The equitable treatment of commerce. — The sub-committee of the League Economic Committee raised certain questions relating to the fair treatment of commerce, which, as well as a resolution of the Genoa Conference on the same subject, have been submitted to careful study. The transport questions subject to international regulation are those dealing with customs.

formalities and the treatment of ships in port. A general convention on an international port regime, which is provided for by the Peace Treaties and supported by the Genoa Conference, would ensure equitable treatment to all flags.

d) General Convention on the international regime of railways. — The technical advisers of the Railway Sub-Committee have examined the measures to be recommended as a result of replies received from various Governments regarding the drawing up of a General Convention on the international regime of railways. This should, in the first place, be regarded as a summary international code of recognised international obligations concerning transport by rail, and would further render possible a more or less universal application of certain principles of existing special conventions. This would probably result sooner or later in the conclusion of new conventions defining the transport regime.

Moreover, clauses dealing with practical improvements deemed desirable by the Conference of Railway Administrations, but impossible to realise without special agreements between Governments, might be included in the Convention.

e) Hydro-electric Power. — The Commission pursued the investigation begun at its last session of questions of international cooperation in the use of electric power. It dealt chiefly with the transmission of electric power, the use of international waterways for producing electric power, and the sale of electric power from one country to another for the electrification of international trunk railway lines.

V. Administrative questions

1. DANZIG

Two questions regarding Danzig figure on the agenda of the forthcoming Council meeting:

a) Depot for Polish War Material: The Governments of the Free City and Poland have appealed against the decision of the High Commissioner of April 7th, 1922, concerning a site to be set apart for the storage of Polish war material. At its May session the Council approved the suggestion of the High Commissioner that direct negotiations between the interested parties should precede appeals to the Council. Accordingly, negotiations on this and other subjects have been taking place at Danzig and will be pursued at Geneva; the High Commissioner and the Polish and Danzig delegations arrived in the latter town on August 28th.

The Council will intervene only in the case of the failure of all attempts at conciliation.

b) The finances of the Free City: At the eighteenth session of the Council, the Government of the Free City was requested to present to the Council any remarks it might have to make on the report of the League Financial Committee.

2. THE SAAR BASIN

Three questions concerning the Saar territory appear on the agenda list for the next session of the Council: *a)* the appointment of the Saar member of the Governing Commission; *b)* the question of placing a certain number of Saar officials at the disposal of the German Government, and, finally, *c)* precautionary measures to be taken in view of the plebiscite.

a) The mandate held by Dr. Hector, the Saar member of the Governing Commission, expires on September 20th, 1922, and the Council must decide whether or not it shall be renewed. Dr. Hector was originally appointed for one year on September 20th, 1920, and his mandate was renewed on August 30th, 1921.

It may be remembered that the Council decided at its March session to give the Commission the assurance that, except in special circumstances, its mandate would be twice renewed, that is to say, that it would continue until the beginning of 1925; the Council however reserved the right conferred by the Peace Treaty of cancelling, or refusing to renew, any member's appointment. The German Government raised a protest against this decision, in reply to which the Council declared that none of the provisions of the Treaty had been jeopardised.

Representations of certain political parties of the Saar District, who have shown that they hold twenty-six of the thirty seats in the Advisory Council, have recently addressed to the Secretary-General, through the Governing Commission, a letter in which they ask that Dr. Hector's mandate should not be renewed this year and that the people themselves, or the Advisory Council, should be authorised to propose the names of candidates in whom they have confidence. On the other hand the Chamber of agriculture of the Saar Basin which is the official representative of the agriculturists of the district, has transmitted, through the Governing Commission, a resolution declaring that it does not support the request of the above-mentioned political parties and asking the Council of the League to renew Dr. Hector's mandate.

b) The Commission has let it be known that, for reasons of economy, a certain number of officials, at present employed in the Saar Basin, will be placed at the disposal of the German Government. As a result of this the latter has written to the Secretary-General, declaring itself opposed to the measure and stating, moreover, that no preliminary arrangement had been made between the Governing Commission and the German Government.

During the summer there was an exchange of correspondence on this subject between the Governing Commission and the German Government. As a result, the two parties concerned have declared themselves ready to enter into direct negotiations in order to come to an agreement.

c) Finally, the Chinese representative will present to the Council his Report on the precautionary measures to be taken in connection with the plebiscite (See Monthly Summary, II, 61).

3. THE PROTECTION OF MINORITIES

a) *Minorities in Albania.* — On October 2nd, 1921, the Albanian representative signed in the presence of the League a declaration regarding the rights of minorities in Albania. One of the articles of this declaration stipulates that Albania shall supply the Council with detailed information concerning the legal status of religious communities, churches, schools, convents, establishments and charitable associations belonging to racial, religious, and linguistic minorities and further take into consideration any advice on this subject received from the League of Nations.

The Albanian Minister for Foreign Affairs has recently forwarded to the Secretary-General a report dealing with the general situation of minorities in Albania.

The report points out that the laws in force and the customs of the country ensure to all inhabitants complete equality as regards public, civil and social rights without distinction of race, language or religion. In order to show

the respective proportions of the Mahommedan and Christian populations, the report states that there are forty-three Mahommedan and twenty-eight Christian deputies, ninety-eight Mahommedan and sixty-five Christian officials in ministerial departments. The total population of Albania is estimated at one million, exclusive of the Greek-speaking element in Southern Albania which numbers sixteen thousand. Schools for the Greek population are supported by the State, and the administrative and judicial authorities do not in any way prevent the population from speaking and writing their own language.

Instruction in Serbian is given at two schools in Scutari for the 1800 Orthodox Slavs residing in that town. The Ministry of Education maintains five hundred schools for the Albanian population.

As regards religious sects, the Albanian Catholic and Orthodox communities form, under the authority of their religious heads, bodies enjoying the status of legal entities. The irksome formalities attending changes of religion which existed under the Turkish rule are entirely abolished. In Northern Albania a conversion from Islam to Catholicism provokes neither comment nor resentment. The Albanian Government does not recognise an established church.

b) The German minorities in Poland. — At its forthcoming session, the Council will have to consider the result of negotiations between the representative of the Polish Government and the Secretary-General on various legal questions raised in the report to the Council on the petitions of the "Deutschtumbund" (See Monthly Summary, Vol. II. p. 1, 101).

c) Minorities in Latvia and Esthonia. — During the session of the Council, the Brazilian representative will continue to negotiate with the representatives of the Latvian and Esthonian Governments with a view to settling the minorities question in these two countries, in accordance with declarations made by their representatives on the occasion of their admission to the League. The result of these negotiations will be submitted to the Council.

4. THE SECOND SESSION OF THE PERMANENT MANDATES COMMISSION

The second session of the Permanent Mandates Commission was held at the seat of the League during the first ten days of August.

During this session the Commission met seventeen times, and twice in public. All the members of the Commission attended except M. Freire d'Andrade, who could not leave Portugal on account of his health. The following members were present:

Marquis THEODOLI	(Italy), Chairman,
M. VAN REES	(Holland), Vice-Chairman,
Count BALLOBAR	(Spain),
M. BEAU	(France),
Madame Anna BUGGE-WICKSELL	(Sweden),
The Hon. W. Ormsby GORE, M. P.	(Great Britain),
M. ORTS	(Belgium),
M. KUNIO YENAGIDA	(Japan).

Mr. GRIMSHAW, delegate of the International Labour Office, took part in the discussions and gave his opinion on questions relating to the regulation of labour.

The Commission examined (1) the Annual Reports of the Powers entrusted with "C" Mandates, (2) the Reports presented by the Powers entrusted with "A" and "B" Mandates, (3) the national status of the inhabitants of territories placed under mandates "B" and "C", (4) Land tenure in territories under "B" and "C" mandates.

1. *The Annual Reports of the Powers entrusted with "C" mandates.* —

Several of these reports were drawn up in the form of answers to the questionnaire prepared by the Commission during its first session. The terms of these mandates had already been defined by the Council on December 17th 1920. At its recent session the Commission was called upon for the first time to examine the administration of territories under "C" mandates in the light of the Annual Report provided for in Article 22 of the Covenant. This category includes the following territories. Pacific Islands North of the Equator, under Japanese mandate; Nauru, under the mandate of His Britannic Majesty; New Guinea, under Australian mandate; Western Samoa, under New Zealand mandate; South West Africa, under the mandate of the South African Union.

These Reports were examined in the presence of the accredited representatives of the Mandatory Powers: Sir Joseph Cook, for Australia; Sir James Allen, for New Zealand; and M. Matsuda, for Japan. The South African Government was not represented.

The Commission studied these reports, taking as its basis the questionnaire sent to the Mandatories and asking their representatives to furnish explanations and additional information whenever the reports seemed lacking in clearness and precision. The Commission came to the conclusion that, in general, the provisions of the mandates were being strictly carried out: slavery, even in a domestic form, does not exist in these territories; forced labour is practically unknown and liberty of conscience is everywhere guaranteed; traffic in arms and munitions is rigorously controlled. the importation and consumption of liquor by the natives is strictly forbidden; finally, these territories are entirely demilitarised.

On two points only did the Commission make any reservation. The first concerned the presence in all the Pacific Islands of Chinese workmen who had been brought there in order to compensate the lack of native labour. The situation of these workmen, who in most cases have signed contracts for three years, might perhaps cause some anxiety. Moreover, the Commission foresaw the possibility of social evils arising from the presence among the native population of these workmen without their wives. It therefore requested the Mandatories to keep it informed of the measures taken to protect these Chinese workmen and to prevent the social evils that might arise from their presence.

The second question concerned the administration of Nauru, an island in the Pacific, about eight square miles in area, and containing very rich phosphates deposits. This island, the mandate for which was given to His Britannic Majesty, is at present administered by Australia. The exploitation of the phosphates is under the control of three Commissioners appointed respectively by the Governments of Australia, Great Britain and New Zealand. The Commission wondered whether a state of affairs involving the exercise by the Mandatory of a monopoly for the exploitation of the sole natural wealth of the island, was compatible with the spirit of the Covenant. Moreover, it would appear to give the phosphates commissioners a position which might endanger the authority of the Administrator responsible for the material and moral welfare of the inhabitants. As a matter of fact, the Commissioners are appointed for an unlimited term of years by the British, Australian and New Zealand Governments, while the Administrator of the island is appointed for five years by the Australian Government. The Commission decided to draw the attention of the Council to the situation and to ask the Mandatory for supplementary information.

2. *Reports dealing with "A" and "B" mandates.* — The territories under "B" mandate are the following: British and French Togoland, British and French Cameroons, Tanganyika (British), Ruanda and Urundi (Belgian). As the "B" mandates had only been confirmed ten days before the meeting of the Commission, the Mandatories were obliged neither to submit annual re-

ports on the administration of these territories nor to send representatives to the session. They nevertheless communicated to the Mandates Commission reports drawn up by the administrators for their respective Governments, several of which followed closely the questionnaire prepared by the Commission. Thus the Commission was able to form a general idea of the situation of the territories under "B" mandate and, without waiting for next year's annual reports, to request the Mandatories to furnish certain supplementary information.

The attention of the Commission was particularly drawn to two questions of a general order: the importation of alcohol and the sanitary situation in Equatorial Africa.

All the Mandatories Powers have taken steps to ensure the application of the terms of the mandate dealing with the control of the liquor trade. However, according to information received by the Commission, a certain amount of smuggling takes place, generally through neighbouring states where duty is lower than in the mandated territories. In order to obtain accurate information on this point, the Commission was of the opinion that detailed importation and sale statistics would be necessary. It therefore recommended that the Council should request the Mandatories to supply detailed statistics of the importation and sale of alcoholic drinks and asked the Mandates Section to make a comparative study of the subject. In this way, the Commission would be able to appreciate the endeavours of the Mandatories to combat this evil, which is a source of particular danger for the natives.

The Commission noted that several of the Mandatories had made considerable pecuniary sacrifices in order to combat tropical diseases and to provide the territories placed under their administration with hospitals and dispensaries. In order to co-ordinate information on this subject, the Commission requested the Health Committee to draw up a special questionnaire to be submitted to Mandatories concerning the nature and incidence of tropical diseases prevalent in mandated territories.

Besides these two resolutions of a general order, the Commission made several special recommendations.

At its first session in October 1921, the Commission had drawn attention to a possible conflict in the application of paragraph 5 of Article 22 of the Covenant, which provides for economic equality, and the clause whereby a Mandatory Power may incorporate a mandated territory into a customs union with its own neighbouring colonies. Whilst noting that the Belgian, English and French colonies within the conventional Congo Basin are provided with a regime of economic equality, the Commission expressed the wish to be informed whether a preferential tariff obtained in any of the mandated territories of Central Africa.

Another special recommendation concerned Ruanda. According to the Orts-Milner agreement, the Eastern part of this territory is ceded to Great Britain to be incorporated with Tanganyika. The Commission has been informed from several quarters that this is highly detrimental to the political and economic unity of this native kingdom, which by the terms of the agreement in question, is deprived of a part of its best pasture land. The Commission decided to draw the attention of the Council to a situation which seemed likely to impair the development of the country.

The only report presented on territories under "A" mandate concerned Syria and Lebanon, it was duly considered by the Commission.

3. National status of the inhabitants of territories under "B" and "C" Mandates. — Several sessions were devoted to the discussion of this question. The Council of the League had specially requested the Permanent Mandates Commission to give its opinion on this question and a sub-commission had been appointed to collect information on the subject from the different Governments.

At its recent session the Commission decided to submit to the Council certain recommendations regarding the desirability of conferring on native inhabitants of mandated territories a national status distinct from that of subjects of the Mandatory and the possibility for the latter to determine the conditions subject to which the inhabitants of mandated territories may acquire the status of subject of the Mandatory. At the same time, a brief summary of the considerations upon which these recommendations are founded was prepared for submission.

4. *System of land tenure.* This question, upon which the present welfare and the future development of the native populations depend in a great measure, is dealt with in a special clause of the questionnaire on "B" and "C" Mandates. After considering the replies received on this subject, the Commission was of the opinion that the whole question of land tenure, especially as regards the respective rights of the Mandatory and the natives to unappropriated land should be more thoroughly examined, and requested that all laws and regulations in force be communicated. Moreover, the Commission requested one of its members to prepare a comparative study of the systems of land tenure in the various territories under "B" and "C" Mandates, in order that this important matter may be thoroughly examined at its next session.

VI. Political Questions

THE HUNGARIAN FRONTIERS

In accordance with a decision of the Council at its July session, two conferences were held at the Secretariat on August 14th, for the purpose of drawing up a report for the Council on questions connected with the Austro-Hungarian and Serbo-Hungarian frontiers.

The Austrian Government was represented by M. Neugebauer; the Serb-Croat-Slovene Government by His Excellency M. Yovanovitch, minister of the Serb-Croat-Slovene State at Berne, and Colonel Antitch; and the Hungarian Government by Baron Villani for all questions relating to the Austrian frontier, and Baron Vest for the Serb-Croat-Slovene frontier.

VII. Social and Humanitarian Questions

I. THE RUSSIAN REFUGEES

The offer of the American Relief Association to feed the Russian refugees in Constantinople for four months and make a contribution of 25,000 dollars for evacuation purposes on condition that the League of Nations should raise £ 30,000 for the same purpose has been formally accepted by the League following the fulfilment of the condition named. The Acting Secretary General in a letter to Mr. Lyman Brown concluded as follows:

"In these circumstances I have the honour on Dr. Nansen's behalf to accept the offer made to the Council by Dr. Ringland on your behalf and to express, in the name of all the Members of the League of Nations, their profound sense of the generosity of the American Relief Association. I confidently hope that the collaboration secured between your Administration and the League of Nations will do much towards solving the problem of Russian Refugees in Constantinople."

The High Commissioner has appointed a special Committee in Constantinople to deal with the administration of the £ 30,000 fund, consisting of his delegates, Colonel Procter and M. Burnier, Mr. Ringland of the American Relief Association and Major Davis of the American Red Cross. Admiral Bristol, the U. S. High Commissioner in Constantinople, has also consented to co-operate with the Committee.

Since the establishment of the High Commissariat 9,000 refugees have been evacuated from Constantinople, whilst 1,000 have been provided with permanent employment in the vicinity. Thus one-third of the evacuation has been effected, 18,000 refugees still remaining to be dealt with. The solution of this problem will be greatly facilitated by the generous offer of the American Relief Association. The refugee camps in Egypt and Cyprus have been closed and negotiations are in progress by which it is hoped that the Government of the Serb-Croat-Slovene State will assume the responsibility for the remaining 1,500 Lemnos refugees.

2. INFORMATION ON THE STATE OF RUSSIA

In order to facilitate the accomplishment by the Secretariat of the task confided to it by the Council on July 20th, which consisted in conducting a thorough investigation of the situation in Russia, the President of the Council besides taking the matter up with the relief and other private organisations has sent a circular letter to the governments members of the League, asking them to be good enough to communicate any information they think helpful concerning Russia, particularly with regard to:

1. Agricultural production including livestock, internal movement of crops, import and export of agricultural products.
2. Rail, river and road transport conditions particularly the physical conditions, the organisation and labour conditions of the railways.

The condition of the ports.

3. Statistics in regard to the increase or decrease and the migration of the population.

Vital statistics, with special reference to the effects of famine and disease.

4. The condition of living of the agricultural and urban population in various districts.

The letter concludes as follows:

"In view of the urgency of this question and of the serious situation caused by the famine, the Council regards it as of the utmost importance that no time should be lost in presenting this report. I very greatly hope, therefore, that you will see your way to treat this matter as one of exceptional urgency, and to arrange for the information in the possession of your Government to be collated and forwarded to the Secretariat in Geneva, even if not completely classified, at the earliest possible moment, so that the work of preparation may be undertaken at once."

3. THE DEPORTATION OF WOMEN AND CHILDREN IN ASIA MINOR

Information has been received from Constantinople that the Commission of Enquiry is already making satisfactory progress in carrying out the task of reclaiming deported women and children, with which it was temporarily entrusted by the Council of the League.

Suitable premises have been found for the Neutral House where women and children are received and cared for until they can be restored to their homes. The staff has been engaged and furniture procured and the House is now in working order.

The Armenian and Greek patriarchates have been invited to name their representatives on the Mixed Commission of Enquiry into doubtful cases and the Allied High Commissioners have been requested to apply to the Ottoman Government for the appointment of a Turkish representative. The promise of assistance from the Allied Commission of Control of the Constantinople Police has also been obtained for cases where police assistance is necessary for the recovery of women and children.

VIII. Forthcoming Events

In Session September 1 st	Advisory and Technical Committee on Communications and Transit;
In Session September 1 st	Temporary Mixed Commission for the Reduction of Armaments;
In Session September 1 st	Council of the League (twentieth session);
In Session September 1 st	Committee of Control;
In Session September 1 st	Permanent Advisory Committee on Traffic in Opium;
In Session September 1 st	Sub-Committee on Tariff Nomenclature;
September 2 nd	Sub-Committee on Equitable Treatment of Commerce;
September 4 th	Assembly of the League (third session);
September 4 th	Economic and Financial Commission;
October 18 th	International Labour Conference (fourth session).

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Report on certain aspects of the Raw Materials Problem.

Memorandum on Currency, 1913—1921.

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Summary of the Month

The League of Nations entered into its period of fullest activity during the month of September with the Meeting of the Fourth Assembly, the 20th Session of the Council and a series of special Committee Meetings.

The Assembly, sitting from September 4th to September 30th inclusive, with 45 States present at the start and one new State admitted during the Session, took a general survey over the whole field of League activities and made a series of important decisions advancing practically every line of League work. In addition to what may be called the day-to-day activities of the League, the Assembly admitted Hungary to membership, approved the Council's recommendation for the increase of the non-permanent Members of the Council from four to six, agreed upon principles for a reduction in armaments, and after a general debate urged the extreme importance of an early settlement of the Reparations, Inter-Allied Debts, and Near Eastern Problems.

The Council, while also having much detail work, was faced by the extremely difficult question of the financial reconstruction of Austria referred to it by the Allied Prime Ministers Meeting in London on August 15th, 1922. Having heard Dr. Seipel, the Austrian Chancellor, in public session, the Council, with Czechoslovakia and Austria as Members *ad hoc* and in consultation with the League's Financial Committee, succeeded in overcoming nearly all the difficulties involved in a complete plan to set Austria finally on her feet, and was able, therefore, to make an optimistic announcement to the Assembly.

First Part — THE COUNCIL

I. The Austrian Problem

In conformity with the request of the Conference of Allied Prime Ministers held in London July-August last, the Council of the League of Nations, in its meeting of September 6th began the consideration of the question of the restoration of the Austrian State Finances, and three weeks later, by the end of the month, the solution of this very difficult problem was virtually ready to be communicated to the Assembly and to the world at large.

The first action taken by the Council was to invite Monseigneur Seipel, the Austrian Chancellor, to explain the case of his country. Monseigneur Seipel did so in a public meeting which was held on September 6th, when in accordance with Article 4 of the Covenant, both Monseigneur Seipel and M. Benes, Prime Minister of Czecho-Slovakia, became Members of the Council as representing countries especially interested in the problem.

In his speech, Monseigneur Seipel, after having explained the very great financial, economic, and political difficulties from which his country is at present suffering, pointed out that the situation had now developed to a degree where disaster seemed imminent unless the country could count on help from outside. He recalled the enquiry which the Financial Committee of the League at the request of the Allies had already held in Austria in the spring of 1921, and the circumstances which made it practically impossible to apply its recommendations. He then appealed to the Council in the following terms: "The London Conference has again referred the Austrian problem to the League of Nations, and we hope—we pray—that this time it is not with a view to further enquiries which will cause a loss of precious time but with a view to rapid decisions." He concluded by declaring that Austria stood ready to make serious reforms in the form of economies and even to accept a financial control not affecting her sovereignty, but he also pointed out that the Austrian people would not make any sacrifices of this kind unless credits were granted to them.

That same day the Council instituted a special sub-committee, including Lord Balfour, M. Hanotaux, the Marquis Imperiali, Monseigneur Seipel, and M. Benes. This sub-committee, which worked uninterruptedly for more than three weeks, had at its disposal the whole technical organisation of the League. After determining the general outline of the different questions requiring solution, it obtained expert advice, first from the Financial Committee, which includes some of the leading bankers and Treasury officials of the world, then from the Economic Committee, similarly composed of seven leading economic experts, and finally from a legal committee, formed partly from the permanent officials of the League and partly from the legal experts of the various Delegations of the Assembly. With all this technical assistance regularly at its disposal, the Austrian Committee also had the advantage of the concentration of political authority in the Council and of working in an atmosphere of general world opinion as represented in the Assembly of the League of Nations in session at the time.

In these circumstances, the Committee was in a position by September 30th to communicate the broad outlines of its scheme for the financial restoration of Austria to the Assembly, which on that day held its last meeting. The definite text of this agreement and the principal documents relating to it will be published in a special edition of the Monthly Summary.

(See also article on Austria under the Assembly)

II. General Questions

1. INCREASE OF THE NON-PERMANENT MEMBERS OF THE COUNCIL

At its session of September 19th, the Council decided to increase from four to six the number of Members to be selected by the Assembly for representation on the Council. Article IV of the Covenant stipulates that the Council should be composed of representatives of France, Great Britain, Italy and Japan and of four other Members of the League, selected by the Assembly. The Article in question also provides that, subject to the approval of the Assembly, the Council can increase the number of non-permanent Members.

The grounds for the Council's decision are stated in a letter addressed on September 15th to the President of the Council by M. Léon Bourgeois, acting on behalf of the French Government, and Lord Balfour for the British Government:

"In view of the increase in the Members of the League and in order to allow those Members which are not permanently represented on the Council, to take an active part in its work, it seems advisable to increase the number of non-permanent seats from four to six.

We must not lose sight of the fact that, if this solution were adopted, the criticism might be made that the new formation of the Council would consist of four permanent States and of six non-permanent States, whereas the Covenant lays down that it should consist of five permanent States and four non-permanent States. But this objection can hardly be considered a serious one, since by Article V of the Covenant, the decisions of the Council are—except where otherwise provided—taken unanimously by the Members represented at the Meeting. The question of a majority therefore does not arise as far as the Council is concerned. It is advisable moreover to provide for a future increase of permanent Members."

In the proposal submitted by the Council to the Assembly, the latter point is particularly emphasised:

"The first paragraph of Article IV is based on a certain principle concerning the number of the permanent and of the non-permanent Members of the Council. The proposed augmentation of the number of the non-permanent Members produces a considerable modification in this principle. Nevertheless, a subsequent augmentation of the number of permanent Members would re-establish the principle of which Article IV is the application, without its being possible to consider that the change proposed to-day prejudiced such re-establishment."

2. DETERMINATION OF THE EIGHT STATES OF CHIEF INDUSTRIAL IMPORTANCE

At its Meeting on September 30th the Council drew up a list of the eight States which are of chief industrial importance, and which are, in consequence, entitled to be permanently represented on the Governing Body of the International Labour Office.

Under Article 393 of the Treaty of Versailles, the Governing Body consists of twenty-four persons, of whom twelve represent Governments. Of these twelve, eight are nominated by the States of "chief industrial importance". Any question as to which are the States of chief industrial importance has to be decided by the Council of the League of Nations.

A preliminary list of eight States drawn up by the Organising Committee of the International Labour Conference in 1919, was protested against by India, Poland and other States. The Council considered the question at its Meeting at San Sebastian on August 5th, 1920 and decided not to modify the composition

of the Governing Body until the expiration of the term of office of the States then composing it; it further instructed the Secretary-General, in agreement with the Governing Body of the International Labour Office, to appoint a Commission to draw up criteria for determining the eight States of chief industrial importance.

The report of this Commission has been considered by the Council, which also received during its present session, verbal statements from the Representatives of India, Poland and Switzerland. As the term of office of the present Members of the Governing Body will expire at the fourth Meeting of the International Labour Conference which is to be held at Geneva in October, the Council decided upon the following list of States as of chief industrial importance:

Belgium, Canada, France, Germany, Great Britain, India, Italy and Japan.

3. CUBA AND THE LEAGUE

Subsequent to the submission of the report on the second Assembly to the Cuban Government by Dr. Cosme de la Torriente y Peraza, President of the Cuban Delegation, the Cuban Foreign Ministry has informed the Secretariat that the President of the Republic has approved the recommendations contained in the report and that a League of Nations Office has been formed within the Department for Foreign Affairs.

Meanwhile a Committee has been appointed under the direction of the Foreign Ministry, which will examine all questions referred to it by the Government regarding the relations between the Republic of Cuba and the League of Nations.

4. INTERNATIONAL BUREAUX

a) Request of the International Institute of Commerce

The Council has received from this Institute a request that it should be placed under the direction of the League of Nations and has authorised the Secretary-General to refer this request for preliminary consideration to the Economic Committee of the League.

b) Request of the International Association for the Promotion of Child Welfare

The International Association for the Promotion of Child Welfare, which has its seat in Brussels, had applied to be taken under the direction of the League, in accordance with Article 24 of the Covenant.

This association was founded in 1913, subsequent to the first international conference for the promotion of child welfare. Under its regulations, States, associations, national or international institutions, as well as individuals may be received as members. The Governing Body of the Association is the International Committee, elected in July 1922 during the first ordinary session of the Association.

Before coming to a final decision on the application of the Association, the Council decided in its session of September 13th to ask for further information regarding the constitution and work of the Association.

5. COMMITTEE ON INTELLECTUAL CO-OPERATION

Dr. George Ellery Hale, Director of the Mount Wilson Observatory, Pasadena, California, has resigned for reasons of ill health as a Member of the Committee on Intellectual Co-operation; Dr. Robert Andrews Millikan, Director

of the Norman Bridge Laboratory of Physics, California Institute of Technology, and Member of the International Research Council, who was present at the first session of the Committee as substitute for Dr. Hale, has been appointed in his stead by the Council of the League.

III. Technical Organisations

1. THE PROVISIONAL HEALTH ORGANISATION

Standardisation of Sera and Serological tests

The work on standardisation of sera and serological tests begun at the League's London Medical Conference in December 1921 (1), was carried one step further by the agreement upon international standards for testing and measuring tetanus and diphtheria anti-toxins arrived at in a conference held at Geneva from September 25th to 27th. At this conference, which was attended by representatives of the State bacteriological institutes of Denmark, France, Germany, Italy, Japan, Soviet Russia and the United States, the unit for diphtheria anti-toxin was precisely defined, and arrangements made to keep it unchanged in the future. An intermediate unit for tetanus anti-toxin was adopted for use in all countries, as hitherto the standard has varied so widely that e. g. one German unit corresponded roughly to sixty-seven American or 2,500 French units.

Research work is still being carried on in regard to the other sera, and progress will be reported at a conference to be convened at Paris in November.

The necessity for a uniform set of standards in every country is obvious, since the want of it leads to great confusion and many difficulties, not only between country and country, but sometimes even between different laboratories in the same country.

The members of the Conference were:

Chairman, Prof. Th. MADSEN, Director of the State Serum Institute of Denmark and Chairman of the Health Committee of the League;
 Prof. B. GOSIO, Head of the Bacteriological Laboratory, Italian Health Service, Rome;
 Prof. W. KOLLE, Director of the Institute of Experimental Pathology (Frankfurt on Main);
 Dr. G. W. MCCOY, Director of the Hygienic Laboratory, Washington;
 Prof. Louis MARTIN, Vice-Director of the Institut Pasteur, Paris;
 Prof. MIYAJIMA, Kitasato Institute, Japan;
 Prof. TARASSEVITCH, Head of the Scientific Institute for Public Health, Moscow.

2. THE ECONOMIC AND FINANCIAL COMMITTEES

a) Conference on Customs Formalities. — In accordance with its general program of work the Economic Committee has proceeded with the examination of certain aspects of the equitable treatment of commerce. The first step has been to propose the convocation of an International Conference on Customs Formalities, which will probably take place next May, at Geneva. As it was agreed that arbitrary or unfair customs formalities cause the greatest incon-

(1) See Monthly Summary, Vol. I. No. 9, p. 203.

venience to commerce, it was thought that an International Conference could go far towards simplifying or rendering more uniform such formalities, especially as regards the payment of dues, warehousing and so forth, and without prejudice to the tariff policy or the existing commercial treaties of the nations.

In order to facilitate the Conference, the Economic Committee has already elaborated certain proposals which the Council has decided will be sent out at the same time as the invitations. These proposals suggest that the nations give the fullest publicity not only in their own territories but throughout the world through the League of Nations to their customs legislations and regulations; that they agree to abstain from any discrimination against the commerce of a Participating State in all the various matters of Customs and other similar regulations dealt with in these proposals; that they agree to reduce import or export prohibitions or restrictions as much as possible; that they place certificates required for the constitution, purity, quality, etc., of imported goods on a uniform, international basis, and that they simplify or standardise the passage of goods through the customs, the examination of travellers' luggage, the system of temporary admission, the conditional payment or deposit of duties, the system of goods in bond, etc.

b) Other aspects of the Equitable Treatment of Commerce. — In conformity with the Resolution of the Genoa Conference, and a recommendation of the Economic Committee, the Council also approved a Resolution to be communicated to States Members of the League, as follows:

“that all States should endeavour to assure that their custom tariffs should remain applicable over substantial periods of time and that their changes in rates and classification should be effected as seldom as possible, and only when they are required by the actual economic needs of the country.”

The Council also requested the Economic Committee to continue its enquiries with a view to elaborating definite proposals for the equitable treatment of foreign persons, firms or companies, who have been duly admitted to carry on business within other States.

c) Other economic questions. — The Council similarly decided to communicate to Members of the League a Report regarding the introduction of arbitration clauses in commercial contracts, with the recommendation that States whose legislation is still adverse to such agreements encourage their conclusion as much as possible.

With regard to the introduction of more uniformity in national legislation on bills of exchange, the Council approved the Economic Committee's suggestion that three experts, Dr. Josephus Jitta, President of the Royal Dutch Commission of private international Law, one expert from Great Britain or a country with similar legislation, and Professor Lyon Caen of France be asked to prepare memoranda on the legal situation of the question in order that a committee of experts may meet early in 1923 to see to what extent unification is now possible.

d) Financial Questions. — With regard to the question of double taxation and fiscal evasion referred to the League by the Genoa Conference, the Council approved the initiative taken by the Financial Committee in requesting France, Belgium, Great Britain, Switzerland, Holland and Italy to appoint representatives of their financial administrations to meet and consider these two questions from the administrative and practical points of view.

The Council also approved the decision of the Financial Committee to appoint a financial adviser to the Albanian Government and requested the Committee to take a final recommendation as soon as possible. Finally, the Council authorised the publication of the replies received from various nations regarding the application of the principles of the Brussels Financial Conference, together with a general introduction summarising the main deductions to be drawn therefrom.

3. THE TERM OF OFFICE OF THE CHAIRMAN OF THE PERMANENT COMMISSION ON THE DANUBE HYDRAULIC SYSTEM

During its September session the Council deliberated on the appointment and the term of office of the Chairman of the Permanent Commission on the Danube Hydraulic System.

In accordance with the terms of Article 293 of the Treaty of Trianon, by which this appointment has to be made by the Council of the League, the Council named the Chairman in Office, M. Charguerand, last November for one year. At its twenty-first session the Council decided to prolong M. Charguerand's mandate and invited the Commission, when drawing up its statutes, to insert a clause relative to the nominal duration of the Chairman's term of office. As soon as the statutes enter in force, the Council reserves to itself the right of reconsidering the appointment. Should, however, the statutes not enter in force before a year's delay has expired, the extension of the term of office of the Chairman will come before the Council before the end of the year.

4. UNIFICATION OF CURRENCIES

At its meeting of September 30th, the Council examined a proposal of the first Roumanian Delegate, M. Dissesco, regarding the unification of currencies. At his suggestion the Council requests for investigation by the Financial and Economic Committee of the League the question of the practicability of unifying the currencies of the States Members of the League of Nations.

IV. Administrative Questions

I. DANZIG

The President of the Danzig Senate, M. Sahn, the Polish representative to the League of Nations, M. Askenazy, the Polish representative in Danzig, M. Plucinski and General Haking, the High Commissioner at Danzig, were present at Geneva early in September when three questions concerning the Free City were considered by the Council.

As a result of the High Commissioner's recommendation, previously approved by the Council, that the Polish and Danzig Governments should try to come to an understanding before appealing to the Council on differences between them, negotiations were held at Danzig and at the Secretariat in Geneva, under the auspices of the High Commissioner, on appeals against three of the High Commissioner's decisions.

During these negotiations the High Commissioner gave an interpretation of his decision concerning the establishment of a Polish postal, telegraph and telephone service in Danzig, as a result of which Poland withdrew her appeal. As direct agreement was not reached regarding the two other decisions, both were submitted to the Council. The decision regarding a depot for Polish war

material in Danzig against which both Governments had appealed, was confirmed by the Council after full statements had been made by both parties. The decision regarding the control and the administration of the Vistula in the territory of Danzig was also confirmed, the Council expressing the desire that the important political problem of the administration of the river might soon be solved in accordance with the Treaty provisions.

The third question was the financial situation of the Free City. As requested by the Council, the High Commissioner and the Danzig Government had submitted their observations on the report of the Financial Committee of the League. In the opinion of the High Commissioner, the heavy charges thrown upon Danzig by the Allied Powers under the existing Treaties should be definitely cancelled. The Danzig Senate emphasised the same point, showed that considerable economy had already been effected in the administration of the Free City, and explained the difficulty of the monetary situation in Danzig, where the German Mark was the currency employed. The Financial Committee, which was again asked its opinion, stated that it was desirable that the Reparation Commission should consider granting some postponement of the Free City's financial obligations, that the Allied Allocation Commission should finish without delay its work of dividing between Danzig and Poland the former German State property, and that the Free City should at once take in hand the question of introducing a new currency. These recommendations were approved by the Council.

2. THE SAAR BASIN

The Council, during its September session, considered three questions relating to the Saar.

Doctor Hector, the Saar member of the Governing Commission whose term of office was to expire on September 20th, 1922, was re-appointed for a period of one year. Several petitions had been received from different groups in the Saar Territory both for and against his re-appointment. Furthermore certain charges were made against him by the representatives of certain political parties there. Dr. Hector, when informed of these submitted to the Council a detailed confutation of the charges.

With regard to the Governing Commission's placing certain officials in the Saar at the disposal of the German Government, the Council considered it inadvisable to give an opinion at that time, as both parties were contemplating negotiations on the matter in the near future, and as it was understood that in the meanwhile the material situation of the officials would be safeguarded.

In pursuance of a previous decision of the Council concerning the Saar plebiscite, the Council provided for measures to be taken for the safeguarding of local official Saar records which might be found useful when the time came to determine whether an individual did or did not possess the qualifications for participation in the plebiscite. Provision was also made for the appointment, for a period not exceeding one year, of a Provisional Records Commissioner for the plebiscite, charged in the first instance with reporting to the next session of the Council on the documents which should be placed under the special protection of the League in view of the plebiscite. On September 26th, Monsieur Alfred Bonzon, former Vice-Chancellor of the Swiss Federation, was appointed to this post.

Finally another note has been received from the German Government alleging that the presence of French troops is contrary to the provisions of the Peace Treaty, and is incompatible with the character of the Saar Territory as a plebiscite area.

A copy of this note having been communicated to the Governing Commission, M. Rault, President of the Commission, set forth the situation with regard to the local gendarmerie, and enumerated the legal and practical reasons

which in the opinion of the entire Commission made it indispensable that the armed forces which had been placed at its disposal free of charge should be maintained in the Saar Territory.

This question will be placed on the agenda of the next session of the Council.

3. PROTECTION OF MINORITIES

The Council during its 21st session had to deal with various minority problems. In the cases of Albania, Esthonia, and Latvia, the Council was only concerned with the continuation of pourparlers between the Council and the Governments of these three countries on the details of the application of their international obligations in the matter.

Two cases only of protection of minorities came before the Council, one on the situation of German minorities in Poland, and the other on Jewish minorities in Hungary.

a) Albania. — The Council took note of the report of the Foreign Minister of Albania, containing information on the legal status of religious communities (churches, convents, and benevolent institutions) of racial, religious and linguistic minorities. (1) The Council instructed the Secretary-General to collect and submit to it at an opportune moment later information on the legislative steps taken and to be taken in Albania on this subject.

b) Esthonia and Latvia. — The Council also took note of declarations regarding the protection of minorities in Esthonia and Latvia. These declarations are analogous to those formerly signed by the representatives of Albania and Lithuania (2) in execution of the recommendation of the First Assembly.

c) German Minorities in Poland. — This question, which had been raised by certain petitions from the Germanic League of Bydgoszcz (Bromberg), had already been the subject of consideration by the Council at several of its meetings. During the course of this 21st session, the Council referred to a committee of Jurists the following questions:

1. Whether the colonists, who, before the date of the armistice had received official contracts with the German Colonisation Commission, but who before that date had not been registered (had not obtained "Auflassung") were liable to expulsion from their properties by the Polish Government.
2. Whether the colonists who had received contracts from the German Colonisation Commission after the date of the Armistice should be treated in a special manner and for what reasons.
3. The question of the right of re-purchase laid down in the contracts with the German Colonisation Commission.

The Jurists replied to the first question that it would scarcely seem fair to invoke the lack of legal title against these colonists—a fact which was no fault of theirs—if they had fulfilled all the stipulations entailed by their contracts.

On the second question, the Jurists replied that these contracts granted after the Armistice should not be put forward as against the interests of the Polish Government as everyone knew that the territories, in respect of which the Prussian Government granted the contracts to Germans, would cease to belong to Germany.

(1) See Monthly Summary.

(2) " " "

Regarding the right of re-purchase, the Committee of Jurists declared that the Polish Government was entitled to exercise in respect of these contracts in the first category the right of re-purchase which is one of the conditions of the contracts which remain in force.

With regard to the interpretation of Article 4 (recognition of Polish nationality) of the Minorities Treaty, the question is whether this Article refers to the domicile of the parents at the time of the birth of an individual for whom Polish nationality is desired, or at the moment of the coming into force of the Treaty. The Jurists Committee, to which this point had also been submitted, declared itself in favour of the former interpretation.

The Council requested the representative of the Polish Government to bring the Jurists Report to the notice of his Government at the earliest possible moment.

d) Jewish Minorities in Hungary. — The Committee of the Council entrusted with the examination of petitions addressed to the League by certain Jewish Associations regarding the difficulties created by a Hungarian law of 1920 for the entry of Jewish students into universities and other institutions for higher education, was of opinion that it was necessary to take account first of all of the way in which the law is applied and to decide whether in practice the legitimate rights of minorities are violated. In these circumstances, the Council at its meeting on September 30th decided to ask the Hungarian Government to be good enough to supply the necessary information in order that it might be able to follow in detail for a certain time the application of the law to which the petitions refer. Count Bánffy, the Hungarian Foreign Minister, while observing that the law had been applied very liberally with regard to Jews, expressed his readiness to supply the Council with all the information it desired on the subject.

4. MANDATES

The Council was occupied on several occasions with mandates questions.

National status of Inhabitants of Mandated Territories. — Petitions from Populations of Mandated Territories. — The Council took note at its meeting on September 2nd of proposals from the Mandates Commission on the subject of the national status of inhabitants of the territories under Mandates "B" and "C". It decided to transmit these proposals to the Members of the League, drawing the particular attention of the Mandatory Powers to the subject and informing them that the question would be discussed by the Council at its next session. The Council also decided to transmit to the Permanent Mandates Commission, which will be asked to give its views before the end of the current year, a memorandum from the British Government on the procedure which might be followed regarding petitions addressed to the League of Nations by inhabitants of mandated territories. To assist the Commission in its work, the Council instructed the Secretariat to provide the Commission with a summary of the procedure followed by the Council in connection with minority petitions and petitions from inhabitants of the Saar.

Report of the Mandates Commission. — The Council devoted its meeting of September 4th to the examination of the report of the Mandates Commission.

It requested its President to forward to the Mandatory Powers the recommendations contained in the report concerning the presentation of reports of Mandatory Powers at least a month before the meeting of the Commission, the inclusion in these reports of all such legislative and administrative texts as would assist the Commission in its study of the reports; the attendance at the meeting of the Commission of duly accredited representatives of all Mandatory Powers.

The Council further decided to transmit to the Mandatory Powers requests for supplementary information presented by the Commission on the following points: The exact status of the Island of Nauru; the sanitary conditions of the native population in the territories under Mandates "A" and "B", the customs situation in the British Cameroons, French Togoland, and British Togoland; documents on the importation and consumption of spirituous liquors in mandated territories. The Council also decided to forward to the Governments of Belgium and Great Britain for their information, the observations of the Commission on the subject of the frontier of Ruanda, under Belgian Mandate, and British Tanganyika.

Finally the Council decided to communicate to the French and British Governments the questionnaire prepared by the Commission for the purpose of assisting these Governments in the preparation of their future annual reports on the mandated territories of Syria, Lebanon, and Palestine, when these Mandates have definitely come into force.

Palestine Mandate. — The Council took note at its meeting of August 31st of the draft presented by Lord Balfour on behalf of the British Government concerning the Commission for the Holy Places.

At its meeting of September 16th, the Council decided that in accordance with Article 25 of the Palestine Mandate, the provisions regarding the constitution of a Jewish National Home did not apply to the region known as Trans-Jordania, which comprises the territory situated between the Jordan and the eastern frontier of Palestine.

Comments of the Mandatory Powers on the observations of the Permanent Mandates Commission. — After the meeting of the Permanent Mandates Commission, the accredited representatives of two of the Powers entrusted with the administration of "C" mandated areas availed themselves of a provision contained in the Rules of Procedure of the Commission, according to which these representatives may add their own remarks on the observations of the Commission.

These statements submitted by Sir Joseph Cook on behalf of the Mandatory for the Island of Nauru and by M. Matsuda on behalf of the Japanese Government, have been communicated to the Council who considered them in connection with the reports and observations of the Commission.

Sir Joseph Cook in his statement supplied information notably on the following points:

1. He explained how the Australian Government came to be entrusted for a period of five years with the administration of the Island of Nauru and stated that the Government was acting merely as agent for the Mandatory Power, i. e. the British Empire;
2. He showed the origin and development of the phosphate monopoly and pointed out that the Governments of the United Kingdom, Australia and New Zealand, by purchasing for 3½ million pounds the rights formerly vested in a registered English company, merely effected the substitution of a public owned monopoly for one that was privately owned;
3. He further explained that the freedom of the phosphate Commissioners from Governmental control, to which the Commission had called attention, was not interpreted by the Governments concerned to include freedom of control in regard to conditions of labour;
4. The relations between the population of Nauru and the phosphate Commissioners are also commented upon in Sir Joseph Cook's observations.

It is stated that whereas the population is confined to narrow coastal strips, the phosphate deposits of the Island of Nauru are situated in the centre of the Island in an area that is neither populated nor food-producing.

As the Island is five thousand acres in extent and as the annual extension of the working of the phosphate beds is about seven acres, Sir Joseph Cook declared that there was no ground for assuming either that the agriculture of the Island was being interfered with nor that the future development of the native population was jeopardised.

5. Finally, it is stated in the report that the Governments concerned derive no profit whatever from the working of the phosphate deposite and that there is thus no justification for the fear that the administration of Nauru is in any way contrary to the disinterested spirit which, according to the Permanent Mandates Commission, should characterise the mission of a Mandatory State.

The brief comments of the accredited representative of the Japanese Government merely communicate the intention of the Japanese Government to supply fully in the next annual report the supplementary information which the Commission requested with respect to the administration of the Japanese Mandated islands in the Pacific.

V. Political Questions

THE HUNGARIAN FRONTIERS

At its public sessions of September 19th and 30th, the Council announced its decision regarding the Austro-Hungarian frontier and approved the terms of a reply to be made to the Conference of Ambassadors in answer to a letter received from that body concerning the frontier between Hungary and the Serb-Croat-Slovene State. The negotiations provided for by the Council's resolutions at its July session had been pursued in the interval by the experts of the interested parties, presided over by M. Hymans and assisted by the General Secretariat. The representatives of the interested parties had been heard several times by the Council.

1. *The Austro-Hungarian Frontier.* — The Council gave a final decision which modified in some respects the proposals of the Boundary Commission. The decision leaves to Austria the localities of Pamhagen, Hammer and Leka; the communes in the valley of the Pinka, south of Pernoapati, the commune of Csem; the villages of Felso-Also-Beled, and Szenpeterfa.

It returns to Hungary the locality of Liebing, the communal forests belonging to the city of Koseg, the village of Rattersdorf; the valley of the Pinka north of Pernoapati, and Pernoapati.

As regards Pamhagen the Council decided that a special protocol should be drawn up by the Boundary Commission which would be binding with the two Governments in question to avoid any prejudice to the hydro-technical interests of this district. The supervision of this protocol would be entrusted to the Permanent Hydraulic System Commission instituted by the Treaty of Trianon.

The Council also recommends that the Austrian and Hungarian Governments, assisted by the Boundaries Commission, should take permanent or provisional measures to avoid disturbances in the economic relations and frontier communications which may arise out of the new frontier line.

2. *The frontier between Hungary and the Serb-Croat-Slovene State.* — This question was brought before the Council by a letter addressed by the Allied Powers to the Hungarian Government on May 6th 1922. In this case, the Council was not called upon to intervene as an arbiter, but merely, at the request of one of the interested parties, to offer its services in order to obtain a friendly

settlement. The Council and its rapporteur, M. Hymans did everything in their power to reach an agreement of principle, which would enable the Council to persuade the interested parties to undertake by friendly settlement a rectification of the frontier traced in the Peace Treaty.

On September 30th, the Council considered the replies of the interested parties on the possibilities of a compromise. These replies shewed that each of the parties maintained the position already taken up.

The Serb-Croat-Slovene State refused to cede to Hungary the strip of territory known as Prekomourie on the grounds that this frontier has been fixed by a Treaty which has been ratified by the Serb-Croat-Slovene parliament and that the consent of the latter would be indispensable for such a considerable alteration. The Serb-Croat-Slovene State, however, declared its readiness to cede to Hungary a road crossing the north-western extremity of Prekomourie together with a village on that road, provided that Hungary would consent to an exchange of territory in the eastern section of the frontier.

The representative of the Hungarian Government stated that an exchange in the eastern section of this frontier could only be contemplated on condition that the Serb-Croat-Slovene would accept arbitration by the Council of the League regarding the district of Prekomourie which the Boundary Commission proposed to allocate in its entirety to Hungary. The Hungarian Government considered that the proposed transfer of road in the north-western angle of Prekomourie would be too small a concession.

Under these circumstances, the Council decided to inform the Ambassadors' Conference that, in spite of its efforts, it had been unable to persuade the interested parties to contemplate a friendly settlement of the question.

VI. Social and Humanitarian Questions

I. MEMORANDUM OF THE RED CROSS ORGANISATIONS

In a public session on September 1st, the Council examined a memorandum which had been referred to it by the Genoa Conference, acting on behalf of the Joint Committee of the International Committee of the Red Cross and the League of Red Cross Societies and also of the Italian Red Cross.

The Chairman of the Italian Red Cross, Senator Giovanni Ciralo, gave additional information to the Council regarding the memorandum which deals with two distinct questions: the conclusion of a new convention with a view to more ample recognition of the Red Cross and its role in time of peace; and a proposal relative to the foundation of an international relief organisation for unforeseen disasters of national importance.

After hearing Marquis Imperiali's report on the subject, the Council decided to await the result of the measures taken by the International Red Cross Committee for a revision of the Geneva Convention, and to request the Secretariat of the League to study carefully the international relief scheme from legal, political, administrative and financial points of view. The liaison which might be established between an organisation of this nature and the technical organisations of the League was also to be examined by the Secretariat. The Secretariat should, if necessary, consult the Health Committee of the League and the Red Cross organisations. A general report on the subject will be submitted to the Council for consideration by the fourth Assembly.

2. THE TRAFFIC IN OPIUM

At a special session, held at Geneva on September 1st, the Advisory Committee on the Opium Traffic agreed that it was desirable to invite the

Chinese Government to make further investigations into the revival of the cultivation of the poppy in China; that the Commissions of Enquiry should include members of the Chamber of Commerce and educational associations, and that members of the Anti-Opium Association in Peking should accompany the Commissions on their journeys of investigation and make a separate report to the League. This resolution was submitted to the Council and included in the Report presented to the Third Assembly.

The Committee also appointed two of its members to sit on the joint sub-committee formed in conjunction with the Health Committee for the purpose of making an estimate of the world's legitimate requirements of opium and other dangerous drugs.

Second Part — THE ASSEMBLY

I. Introduction

The Third Assembly of the League of Nations sat at Geneva from September 4th to 30th, inclusive. Representatives of 45 of the 51 States Members of the League were present at the outset leaving the Argentine, Bolivia, Honduras, Nicaragua, Peru and Salvador not represented, while during the course of the Session one new Member, Hungary, was admitted to the League. The list of participating States was, therefore, as follows:

Albania	Finland	Norway
Australia	France	Panama
Austria	Greece	Paraguay
Belgium	Guatemala	Persia
The British Empire	Haiti	Poland
Brazil	Hungary	Portugal
Bulgaria	India	Roumania
Canada	Italy	Serb-Croat-Slovene State
Chili	Japan	Siam
China	Latvia	South Africa
Colombia	Liberia	Spain
Costa Rica	Lithuania	Sweden
Cuba	Luxemburg	Switzerland
Czechoslovakia	The Netherlands	Uruguay
Denmark	New Zealand	Venezuela.
Esthonia		

The proceedings were opened under the provisional chairmanship of M. da Gama (Brazil), by virtue of his position as Acting President of the Council. M. da Gama, in a short address, stated that the League of Nations was finally welded into the political machinery of the world as a necessary part of its organic life, and that it was now only a matter of continuing the task so well begun without being disturbed by those who fear that the League may become a super-state encroaching upon national sovereignty.

a) Election of the President. — Mr. Agustin Edwards (Chili) was the elected President, receiving 42 votes out of 44 cast. Mr. Edwards, after interpreting his election as a proof of the high place held in the League by Latin-America, stated that the Third Assembly had before it the task of consolidating and co-ordinating those organisations created at the previous Meetings in which the seed of universal international co-operation had already taken root.

b) Distribution of the Work. — The work of the Assembly was then distributed amongst six main Committees on the same lines as in previous years. As each nation was represented on each Committee and as all the Committees were open to the public, it was possible to develop the work along several lines at the same time. The Committees, with their work, were as follows:

- No. 1. Legal and constitutional questions, such as the Amendment of Article 10 and Article 18 of the Covenant, the Report of the Committee on the Procedure of Conciliation, the allocation of the expenses of the League, and the election of the Non-Permanent Members of the Council.

- No. 2. The work of the technical organisations, including the Transit, the Health and the Economic, and Financial Organisations, and the work of the Committee on Intellectual Co-operation.
- No. 3. The Reduction of Armaments.
- No. 4. The Budget and other financial questions of the League.
- No. 5. Social and general questions, such as the Traffic in Opium and in Women and Children, Russian Refugees, the Deportation of Women and Children in Turkey, etc.
- No. 6. Political questions, including the admission of new States.

These Committees, which were constituted on the second day of the Assembly, at once proceeded to the election of their officers, with the following results:

Committee I

Chairman: M. SCIALOJA (Italy). — Vice-Chairman: Marquis DE PERALTA (Costa Rica);

Committee II

Chairman: M. CHODZKO (Poland). — Vice-Chairman: M. DE BROUCKÈRE (Belgium);

Committee III

Chairman: M. TORRIENTE Y PERAZA (Cuba). — Vice-Chairman: M. HOLSTI (Finland);

Committee IV

Chairman: M. ZAHLE (Denmark). — Vice-Chairman: Jonkheer VAN EYSINGA (Netherlands);

Committee V

Chairman: Mr. FIELDING (Canada). — Vice-Chairman: Mlle BONNEVIE (Norway);

Committee VI

Chairman: The Jonkheer J. LOUDON (Netherlands). — Vice-Chairman: M. DA GAMA (Brazil);

The Presidents of these Committees became *ipso facto* Vice-Presidents of the Assembly. After their designation, the Assembly proceeded to the election of six other Vice-Presidents to form the Bureau of the Assembly, consisting of the President, the Secretary-General and the twelve Vice-Presidents. The six Vice-Presidents chosen by vote of the Assembly were as follows:

Lord BALFOUR (British Empire),	M. Teixeira GOMES (Portugal),
M. BRANTING (Sweden),	M. HANOTAUX (France),
The Count DE GIMENO (Spain),	M. NINTCHITCH (Serb-Croat-Slovene State).

c) The General Debate. — The actual discussion of the business before the Assembly was thus enabled to begin on the second day of the Session, when the Report on the Work of the Council was brought under review. This debate covered a considerably wider field than the similar debate last year, running through *six Sessions* and calling forth statements from Representatives of 22 nations.

II. The Austrian Problem

In the closing meeting of the Assembly, on September 30th, when all the regular work of the Session had been completed, Lord Balfour, speaking on behalf of the Austrian Committee of the Council, communicated the broad lines of the scheme for the restoration of the Austrian State finances which this Committee had elaborated after three weeks' work. Though at that moment

several details of the plan still remained to be settled, the Council's general announcement, at the moment the Assembly was about to disperse, of the almost certain success of a negotiation which had been in the background of the whole Assembly proceedings, was received with the deepest interest.

Having briefly described the situation in which Austria finds herself to-day, Lord Balfour outlined the general tendency of the plan, the full text of which will shortly be published in a special edition of the Monthly Summary. He then concluded by saying:

"No greater object has ever been presented to the League. In my opinion this is the fateful moment for the Austrian Republic. If this scheme goes through, as I believe it will, there is no reason why Austria should not recover herself; there is every reason why she should recover herself and then there will be removed from the map of Europe what is now a blot upon it, there will be removed from the world of commerce and finance a community which is now a burden rather than an assistance to the economic well-being of the world, and we shall have restored to self-respect and ultimately I hope to full prosperity a country which is one of ourselves, and with whom all of us must sympathise."

"But if, on the other hand, which I do not think will happen either by the fault of Austria or by an unhappy accident, this effort of the League of Nations should fail, great will be the failure, not merely for the League but for the world at large. We cannot tolerate in our midst these derelict States, an unhappiness to themselves, a danger to their neighbours, and a burden upon the industry of the world. If, as I firmly believe, we are successful in bringing this great work to an issue, the benefits which we shall confer upon others will not be confined to the limits of the Austrian Republic: they will spread far and wide over the whole of Europe, and, through Europe, over the whole world, and we shall have done something really important, really material and really lasting to remove from ourselves the charge that we are unable to deal with the economic difficulties of the world, and to remove from the world the heavy burden which those difficulties are now inflicting upon it."

M. Mensdorff-Pouilly-Dietrichstein, the Austrian Delegate to the Assembly, then expressed his country's heartfelt and profound gratitude to the League of Nations, to the Members of the Council, and to Lord Balfour in particular, whilst regretting that a definitive agreement had not been concluded before the end of the session. He concluded by saying, on behalf of the Austrian Chancellor, that he desired to assure the Assembly that once the agreement is concluded Austria would not lose a single day in setting on foot the measures which she had undertaken to adopt, and that she would do so with firmness and with energy, undiscouraged by criticism and undeterred by opposition.

Finally, M. Bourgeois, France, declared that, even though it had not as yet been possible to conclude an agreement, the ultimate success of the scheme drawn up by the League was a matter on which the Assembly should feel no doubt.

III. General Questions

1. THE NON-PERMANENT MEMBERS OF THE COUNCIL.

The Assembly approved the decision of the Council to increase from four to six the number of non-permanent members of the Council elected by the Assembly. The voting resulted in the re-election of Brazil, Spain, Belgium and China, and the addition of Sweden and Uruguay.

There has from the first been considerable difference of legal opinion as to whether the Assembly can, under the Covenant as it stands, make regulations fixing the period of office and conditions of re-eligibility of the non-permanent members of the Council. The Second Assembly to be on the safe side adopted an amendment to the Covenant which would empower the Assembly to make such regulations by a two-thirds majority. This amendment to the Covenant, however, has not yet been ratified by a sufficient number of Member States, and the Third Assembly, faced with this difficulty, took the following course:

Contemplating that the amendment to the Covenant would have come into force before the next Assembly and would thereby give the Assembly authority to fix the term of office and conditions of re-eligibility, it recommended that the Fourth Assembly should establish rules whereby Members should hold office for three years and remain ineligible for the three subsequent years; two of the six non-permanent members should retire each year. The principal arguments in favour of the recommendation to adopt these rules were that it is desirable that non-permanent members should hold office sufficiently long to enable them to perform useful service; that the whole of the non-permanent part of the Council, which provisionally forms a majority of the Council, should not change simultaneously, but that there should be a system of partial renewal; and that retiring members should not be immediately re-eligible in order that it may be possible for the members of the League successively to serve without implying any want of confidence in retiring members.

2. REDUCTION OF ARMAMENTS

The subject of reduction of armaments gave rise to debates of great interest and importance, and the resolutions finally passed by the Assembly constituted one of the chief accomplishments of the meeting.

The problem had been considered during the past year by the Temporary Mixed Commission for the Reduction of Armaments set up by the First Assembly. This Commission considered the subject in all its aspects—technical, political, economic and social—and presented a comprehensive report which was closely examined by the Third Committee of the Assembly and by the Assembly itself. As a result of the investigations already made, the elements of the problem have been determined with an exactitude which it was generally accepted had not been equalled hitherto, and a precise programme was given to the Temporary Mixed Commission for its work between now and the next Assembly.

Three main points were brought out in the resolutions adopted. The first is the necessity for an early settlement of the question of reparations and inter-Governmental debts; the second deals with the means of providing by mutual guarantees the security which will enable Governments to accept reduction of armaments; and the third provides for an international conference for the extension of the principles of the Naval Treaty of Washington to all non-signatory States.

Moral disarmament, which could only be achieved in an atmosphere of mutual confidence and security, was held to be an essential preliminary to material disarmament, and such confidence could not be attained under the existing economic disorganisation caused in a large measure by the uncertainty regarding reparations and inter-Governmental indebtedness which the general debate indicated is embarrassing not only the States immediately involved, but practically all nations. The Assembly therefore urged upon the Governments concerned, in so far as proved possible by the unaided efforts of the European nations, the importance of the earliest possible general settlement of the problem of reparations and inter-Governmental debts. At the

same time it recommended the Council to devote constant attention to every effort made in this direction, it being understood that the Council could usefully assist in the solution of these problems only if requested to do so by the Governments concerned.

Having enunciated this general view on the preliminaries which it considered necessary in order to restore confidence, the Assembly recognised that many Governments could not effect a serious reduction of armaments without receiving in exchange a satisfactory guarantee for their security. This guarantee might be supplied either by means of a general treaty, which is described as the most desirable plan, or by means of partial treaties designed to be extended and open to all countries. The treaty would carry with it a general reduction of armaments, proportionate in each case to the guarantees offered. The Council was asked to forward the resolution of the Assembly to the different Governments for their consideration and independent decision.

The closer study of these proposals as well as of the details of the obligations imposed by a mutual guarantee treaty, the means whereby they should be effectually carried out, and the process and machinery by which the two measures of guarantees and reduction could come into force together is entrusted to the Temporary Mixed Commission, with the object of enabling it to submit precise proposals to the next Assembly.

The third of the principal points in the Assembly decisions was the request to the Council to summon as soon as possible an international conference to which all States should be invited, whether Members of the League or not, for the purpose of considering the extension of the principles of the Washington Treaty on the limitation of naval armaments to all States not signatories to that Treaty. The draft convention which will be submitted to the conference is similar to that concluded at the Washington conference, but the conference is not to be restricted by the draft treaty and will be free to take into consideration any special circumstances, such as that of new States which at present have no navies.

In addition to this broad line of progress, the Assembly took a number of subsidiary decisions. It noted with satisfaction the work accomplished in the collection of statistical data relating to armaments, and decided that this form of enquiry should be centred on the two principal factors by which peace-time military strength is expressed—namely, armaments and expenditure on armaments—as a first step towards the preparation of a general scale for the reduction of armaments.

A proposal for the control of private manufacture of armaments was adopted by the Temporary Mixed Commission which has been instructed to elaborate this proposal in the form of a draft convention. The Council has been asked to summon at the appropriate moment an international conference to consider this convention. All States, whether Members of the League or not, are to be invited to co-operate. This international conference when summoned, will also deal with a plan for the control of the international trade in arms. The refusal of the United States Government to ratify the St. Germain Arms Traffic Convention having put an end to the hopes that this Convention would become effective, as, although the other powers immediately conceived were prepared to ratify the ratification was contingent of that of America, the Assembly expressed the view that it is highly desirable that the United States Government should state its objections to that Convention with a view to finding a solution of this problem on a universal basis.

Amongst other details, the Assembly recommended that European States whose juridical status had not been modified by the war or which were not engaged in military operations, should be invited to reduce their total armaments expenditure to the figures of 1913; expressed the hope that the Members of the League who had not sent in statements on the requirements of national

security would do so as soon as possible; asked the Council to consider whether the time had come to discuss the application of the provision in the Covenant relating to the exchange of military information between Members of the League; expressed its satisfaction at the work accomplished at the Washington Conference, and welcomed the Chilian Government's intention to submit the question of disarmament to the Pan-American Congress at Santiago next March, adding the hope that the Congress might arrive at practical solutions which could be fitted into the more general scheme of disarmament which was the subject of the League's own labours. It also decided that the technical organisations of the League should if required be at the disposal of the conference, the Chilian delegate, M. Rivas Vicuna, having expressed the opinion that this co-operation might prove of considerable value.

3. AMENDMENTS TO THE COVENANT

The Amendments to Article 10 and Article 18 of the Covenant, which had been referred to this year's Assembly by last year's Meeting, were discussed at some length by the Assembly, and the decision made that it would not be wise now to make any change in either of these Articles until further study and experience could be had.

The Canadian proposal for the suppression of Article 10, which had been presented at the First Assembly and discussed at both the First and Second meetings, was first considered at a special meeting of the Amendments Committee during the present Assembly. The Committee reported almost immediately that it did not find that any new consideration had arisen, since its last discussion of the Article, which rendered it necessary to make fresh recommendations.

When, the question came before the Assembly, the Canadian Delegation being satisfied that it would be impossible at present to obtain the abrogation of Article 10, withdrew its original proposal and suggested certain changes in the Article calculated to eliminate all doubt as to its effect and remove the misunderstandings resulting from its present tenor. These two amendments provided in general that, in applying the Article, account should be taken of the political and geographical circumstances of each State and that while Members of the League should use their utmost endeavours to conform to any conclusions of the Council, no State should be under the obligation to engage in any act of war without the consent of its parliament, legislature or other representative body.

The Assembly did not feel it opportune to discuss the substance of these proposals until the Governments should have chance of considering them most carefully, especially as to any connection between the principle of a universal guarantee contained in Article 10 and the proposal of guarantees by special convention considered in relation to the problem of disarmament. The Assembly, therefore adjourned the Canadian proposal until the Fourth Assembly, leaving it to the Council to provide for any detailed study necessary.

Similarly, the proposal made to the First Assembly for the amendment of Article 18, by which States Members of the League agree to submit all their treaties for registration and publication was also adjourned to a future session of the Assembly. The majority of the Committee on Constitution of Questions of the Assembly reported that as the practice of presenting treaties is becoming more and more familiar to the various Governments, and as the number of treaties registered is steadily increasing, it would be best to have further experience before making any change in an Article which was described as one of the principal pivots on which the whole system of the League of Nations stands,

4. THE PROCEDURE OF CONCILIATION

The Covenant provides two new methods for the pacific settlement of international disputes; reference to the Council, and reference to the Permanent Court of International Justice. At the First Assembly, Norway and Sweden proposed to incorporate also in the Covenant definite provisions for settlement of disputes by the action of commissions of arbitration and conciliation. The Assembly at its second session decided not to amend the Covenant but to cause a committee of jurists to examine the possibility of giving effect to the Norwegian and Swedish suggestions within the terms and in accordance with the spirit of the Covenant. This committee proposed that the Assembly recommend the Members of the League, subject always to the provisions of the Covenant, to conclude conventions establishing commissions of conciliation for the amicable settlement of disputes, and drew up a number of Articles suitable for inclusion in such conventions with the particular object of defining the relations between the system of conciliation commissions and the machinery for the settlement of international disputes contained in the Covenant. The Committee's scheme was very fully discussed at the Assembly. The wish was expressed by several delegations that a general convention might be drawn up which would be open to signature and ratification by all Members of the League, and to adhesion by other States. The Assembly ultimately adopted with some amendments the proposal of the jurists' committee, which only contemplates the conclusion of conventions between pairs of States. The idea of a general convention was not found practicable, but the report adopted by the Assembly notes that development of the system of bilateral conventions may ultimately make a general convention desirable and possible.

The Assembly's resolution does not create any new machinery for the preservation of peace, but is intended to give an impetus to the formation of agreements for peaceful settlement of disputes through their submission to commissions consisting of nominees of the parties with an impartial chairman.

Conciliation commissions may be of assistance to the Council in dealing with disputes and are connected in two ways with the permanent Secretariat. Members of the League desirous of concluding a conciliation convention, may ask for the assistance of the Secretariat, and, in the absence of a contrary decision, a conciliation commission will meet at Geneva and may ask the Secretary-General to assist it in its work.

5. THE ADMISSION OF HUNGARY

Hungary was admitted to the League by the unanimous vote of the Third Assembly.

Hungary's application was first considered by the Sixth Committee, which in accordance with precedent took as the basis for its deliberations the questionnaire employed in connection with the admission of new members by the first two Assemblies. Count Bánffy, the Hungarian Minister for Foreign Affairs, stated to a special Sub-Committee, that his Government

"in requesting that Hungary should be admitted to the League, was supported by an overwhelming majority of the nation, and that Hungary sincerely intended to respect the principles of the League of Nations, as well as all the Treaties and international engagements she had assumed."

The Committee, considering that the conditions laid down in the Covenant were fulfilled by Count Bánffy's declarations, thereupon recommended that the Assembly should admit Hungary to the League of Nations . . .

6. FINANCES OF THE LEAGUE

The Assembly, on the recommendation of its Fourth Committee, approved the general budget of the League for the fiscal period 1923, amounting in all to 25,673,508 gold francs as against 22,238,335 francs in 1922. Of this budget 15,593,046 francs is for the general Secretariat, 8,200,462 francs for the International Labour Organisation and 1,880,000 francs for the Permanent Court of International Justice.

The original budget as approved by the Commission of Control at its spring session, had amounted to 25,248,190 francs. The Fourth Committee, however, voted a total reduction in this estimate of 318,682 francs, while on the other hand, various Assembly decisions made it necessary to add supplementary credits to an amount of 744,000 francs.

Regarding the general question of increase in expenditure the Assembly expressed agreement with the Secretary-General's statement that the League's increased budget is mainly due to the new tasks continually thrust upon it and came to the conclusion that, although it is possible to reduce the expenditure of the various national administrations which had greatly developed during and owing to the war, it would be by no means easy to make a similar reduction as regards the League, inasmuch as the latter's scope is continually being extended. In order, however, to keep the League's expenditure within the closest possible limits, the Assembly requested the Council of the League and the Governing Body of the Labour Office to see that work involving new expenditure, even if contemplated by Conventions or resolutions antedating the present Assembly, be undertaken only in cases of extreme urgency.

In order to put the whole financial administration of the League on a sound basis, and on recommendation of the First and Second Assemblies, the Commission of Control had elaborated very detailed financial regulations which this year's Assembly formally adopted.

With regard to the very delicate question of the allocation of League expenses, which occupied a special Committee during the whole of 1922 and 1921 and also a considerable part of the time of the First and Fourth Committees of the Assembly, a scale of contributions for 1923 was finally established. This scale which has a provisional character only is generally recognised as more equitable than that of the Universal Postal Union, on the basis of which contributions have been made up hitherto. Its adoption was much facilitated by the generous attitude of Poland which declared itself ready to accept a considerably higher contribution than the Allocation Committee had originally suggested. At the same time, the Assembly requested the Committees for the Allocation of Expenses to continue its researches with a view to preparing a definitive scale for submission to a subsequent Assembly.

Finally, the Assembly treated a number of miscellaneous questions, two of which have a certain general importance.

The first concerns the establishment of a liaison office with Central and South America. Upon the proposal of all the Latin-American delegations, it was decided that this office will be established in Geneva and not in Latin-America. The adoption of a roster will enable nationals from each South and Central American Republic to serve in turn in the office.

The second question concerns the seat of the League. In order to aid the League to acquire premises suitable for the holding of the Assembly and for use as offices by the International Labour Office, the Swiss Confederation, the Republic and Canton of Geneva, and the City of Geneva offered two sites as a gift to the League. The Assembly, expressing its warm appreciation of the generosity and goodwill which inspired these offers, authorised the Council to accept them. It also decided to start the building of an office for the Inter-

national Labour Organisation as soon as possible and devised a scheme whereby the construction of a building would not increase the budget of the League, the first instalments being paid only on completion of the payments for the Hotel National.

7. THE COMMITTEE ON INTELLECTUAL CO-OPERATION

The work of the Committee on Intellectual Co-operation, which held its first session at the beginning of August was approved by the Assembly and the material resources necessary for the accomplishment of the more urgent tasks provided.

At its first session the Committee confined itself to establishing the programme which the second Assembly had instructed it to draw up; during the coming year it will examine the possibilities of putting its scheme into practice. The Assembly was of the opinion that the League should as far as practicable assist intellectual workers and intellectual effort. Thus it approved the investigation undertaken by the Committee regarding the material situation of intellectual workers in different countries and intellectual proprietary rights. Reports by M. de Reynold and Madame Curie on the situation in Austria and Poland respectively had already been submitted to the Council and were approved by the Assembly. The Assembly also approved the Committee's recommendation regarding the urgency and possibility of an international initiative in favour of rapid and complete distribution of scientific information and ensuring better co-operation in research work.

As stated by M. de Jouvenel, the rapporteur to the Assembly, the Committee's action in this domain should in no wise duplicate or replace that of private and semi-official organisations for the development of international scientific relations, for inter-university intercourse or that of learned bodies. The task of the Committee should be the co-ordination of these activities and the organisation of international co-operation.

This also is the aim of the resolutions of the Committee dealing with co-operation in research work, with bibliographic organisation, with the exchange of publications, and with inter-university intercourse. The Assembly further suggested a form of intellectual co-operation consisting in the procuring of books and scientific documents for universities and schools in those countries which, on account of depreciated currency, cannot afford to pay for them.

8. ESPERANTO

In accordance with a request of the second Assembly, the Secretary-General presented to the third Assembly a report on Esperanto. After a brief historical statement, the report outlines the efforts of the Esperanto associations and the results to date and describes the attitude of the different Governments towards Esperanto as a factor in general education.

A general debate on the subject took place at the sessions of the Fifth Assembly Committee. Acting on a proposal of the French delegate, the Committee referred the whole question of the utility of an auxiliary international language to the Committee on Intellectual Co-operation.

IV. Technical Organisations

1. THE PROVISIONAL HEALTH ORGANISATION

The Third Assembly, believing that "the Health Organisation of the League of Nations is undertaking a task of permanent utility and that it is indispensable that it should continue its activities," considered that "it may be

possible, before the meeting of the fourth Assembly, to prepare, on the basis and according to the principles adopted by the first Assembly for the Technical Organisations of the League, the constitution of a permanent Health Organisation, which will be submitted to the fourth Assembly for approval. In such case this organisation will undertake the duties laid down in the resolutions of the first and the second Assemblies. It may, if necessary, function meanwhile within the limits of the budget and in anticipation of the above-mentioned approval of the fourth Assembly. To this end the Assembly authorises the Council to take advantage of such general conference as may be convoked, it being understood that all States Members of the League of Nations shall be invited to send delegates thereto. It also suggests to the Council that an attempt be made at the forthcoming conferences to make such arrangements as may be necessary to avoid duplication."

The Assembly stressed the importance of continuing the campaign against epidemics in Eastern Europe, noted that the governments represented at the Genoa Conference agreed in principle to the participation of all European states in the expenses of such a campaign under the direction of the League Epidemic Commission, and finally noted that the British government has offered a contribution of £ 100,000 for this purpose, provided other governments contribute £ 200,000 between them.

The Assembly expressed the hope that the governments members of the League will be able to respond to this generous offer at an early date.

In reply to this appeal the Swiss Federal Government has already prepared a bill which it is submitting to Parliament appropriating frs. 50,000 (about £ 2,100) for this purpose and the Czechoslovak government has promised one million crowns (about £ 8,000).

2. THE ECONOMIC AND FINANCIAL ORGANISATION

The Assembly approved the work of the Economic and Financial Commission of the League, and expressed the hope that, while scrupulously respecting state sovereignty, it would continue to work for the application of the principles of sound finance that were recommended by the Brussels Conference. The Assembly furthermore recommended that the financial and economic publications already started be continued and extended within prudent limits, in order to collate and distribute information on the most important national and international financial questions.

Moreover, the Assembly considered that there was a special class of questions, to wit, those dealing with the stabilisation of exchanges, that deserved special attention, whether or not their final solution should prove to depend on the settlement of greater financial problems, such as those of inter-governmental debts. The Assembly expressed its conviction that the Economic and Financial Organisation would always be glad to give its assistance in case the League were called upon to help in working out a solution of the problem of reparations and inter-allied debts.

As regards the Economic Committee, which is dealing particularly with the question of equitable treatment of commerce, the Assembly expressed the hope that investigations already successfully begun would be extended and continued uninterruptedly so as to secure the widest and most rapid application possible of the principle of equitable treatment of commerce.

3. THE ADVISORY ORGANISATION ON COMMUNICATIONS AND TRANSIT

The Assembly approved the work accomplished by the Advisory Organisation for Communications and Transit along the lines laid down by the Covenant and the first Assembly.

In general the Transit Organisation gathers all relevant information on questions of communications and transit, serves as intermediary between different states for facilitating co-operation in questions of transports and communications. Thus the Transit Organisation (1) watches over the way decisions of previous Transit conferences are being carried out; (2) studies methods for ensuring freedom of communications and transit as laid down in the Covenant; (3) applies the resolutions on transport and communications adopted by the Genoa Conference and accepted by the Council in its resolution of May 13th, 1922.

The Assembly was informed of what had been done to discharge the duties devolving upon the Transit Organisation under (1): The recommendations of the Paris Passport Conference had been put into practice by most of the states concerned. The recommendations and conventions of the Barcelona Transit Conference were approved by the Genoa Conference. The general Convention on freedom of transit and the general Convention on international waterways with annexes had been ratified by more than five states and so were about to come into force.

As regards (2) the Assembly noted with satisfaction what had been done to study ways of applying the principles relating to freedom of communications laid down in the Covenant. Some of these studies were suggested to the Transit Organisation by previous Conferences, or the resolutions of the second Assembly (e.g. the report on the Convention concerning international railway traffic; study on the international use of electric energy derived from water-power); some were undertaken by the Transit Organisation on its initiative (e.g. study of tonnage measurements for shipping employed on internal waterways; unification of tonnage measurements for sea-going vessels; unification of loss concerning shipping on internal waterways; calander reforms, etc.). In pursuance of these investigations the Transit Organisation has kept in close touch with the other technical organisations of the League. Under (3) the Assembly was informed of the resolutions passed by the Genoa Conference entrusting the Transit Organisation with the duty of carrying out the decisions implied in these resolutions.

Finally, the Assembly noted with satisfaction that the French Railway Administration had invited the Transit Organisation to send a representative to the Conference of Railway Administrations that is to be held at Paris on October 17th.

V. Administrative Questions

PROTECTION OF MINORITIES

The Assembly dealt at length with the question of Minorities, as befitted the great importance and complexity of this problem. The discussions in the Sixt Committee of the Assembly had as their basis a draft Resolution drawn up by Professor Gilbert Murray, as a result of long and careful research, and exhaustive discussion with persons from many different countries and classes. This Draft was approved as a whole by the Committee and by the Assembly.

In explaining his proposals, Professor Murray pointed out that this was a political as well as a humanitarian and moral problem, that touched very closely the whole question and the stability of the Central European States. The true attitude of the League in this matter, in Professor Murray's opinion, was to secure that justice and good relations obtained between minorities and majorities. Consequently, the Assembly, while recognising the fundamental right of minorities to be protected by the League against all oppression, also insisted on the duty of minorities to be loyal to the nations of which they

now form a part. Thus, one of the Assembly Resolutions calls upon the Secretariat of the League to help the Council in ascertaining how persons belonging to racial, religious and linguistic minorities discharge their duties toward their State.

The Council exercises its functions in this matter according to a carefully elaborated method and procedure. This method which consists in friendly and semi-official communications with the various Governments, was recognised by the Assembly as well calculated, in ordinary circumstances, to secure the establishment of good relations between the Governments and minorities concerned. The procedure consists briefly in the following steps: the Secretariat when it receives a petition from a minority, communicates it to the Government concerned, before even passing it on to the Council, in order to permit this Government to make any remarks it considers necessary. Thereupon, the petition is studied, together with the remarks of the Government concerned, by a Council Committee consisting of the President and two Members of the Council. If this Committee considers that action should be taken on the petition, the latter is communicated to the Council, which can henceforward decide on what measures it considers suitable. This procedure was approved by the Assembly, which decided to perfect the machinery at the disposal of the Council for this purpose by strengthening the personnel of the Secretariat dealing with the question of Minorities.

The Assembly, while approving both the method and the procedure, recommended resort by the Council to the Court of International Justice in certain cases and with as little delay as possible.

Professor Gilbert Murray also pointed out that in certain districts where conflicts were frequent and serious owing to a mixed population order had often been maintained and peace restored simply by the presence of Consuls or other representatives of foreign Governments who being in a position to draw up an objective Report on the situation, brought to bear the influence of a wider public opinion. In this view circumstances might arise when the presence of such representatives of the League might exert still more beneficent influence owing to the League's disinterestedness and moral prestige. He, therefore, suggested that the Council might consider sending occasionally, with the consent of the Government concerned, such representatives, in order to tranquillise public feeling, and so gradually restore peace and order in the disturbed districts.

The Assembly recognised the cogency of these remarks and took note of them, but in view of the great variety of possible cases and the wide powers possessed by the Council, considered it preferable not to give these remarks the form of a definite resolution.

Finally, the Assembly expressed the hope that the States not bound to the League by any legal obligation, such as that contained in the Minorities Treaties, would nevertheless observe in their relations with racial, religious or linguistic Minorities, at least the same degree of justice and tolerance as is required by the treaties watched over by the Council.

M. Walters, the representative of Latvia, had expressed the desire that the result of the discussions of the Sixth Committee might be the establishment of a uniform regulation respecting the rights of minorities by means of a general formula applicable to all States Members of the League. He ultimately supported a proposal of the Finnish Delegate, that the Assembly should invite the Council to appoint a Commission for studying the question of the protection of minorities in general, in order to submit a Report to the next Assembly. This proposal was withdrawn in view of the fact that the Resolutions adopted by the Committee provided for exhaustive study of the question of minorities through the Council and Secretariat-General, and also in view of the considerable expense that might be involved by the setting up of such a Committee.

2. MANDATES

The Assembly, having examined the reports of the Council and of the Permanent Mandates Commission, expressed its satisfaction that the system of mandates had come into operation.

With regard to the Island of Nauru, the Assembly took note of the statements made by the Delegates of Australia, and New Zealand explaining (1) that it would be more accurate to say that "the British Empire had provided for the administration of the Island of Nauru by Great Britain, Australia and New Zealand" instead of stating that "the British Empire had transferred the responsibility for the administration of the Island of Nauru" to these Governments"; (2) that these Governments worked the phosphate deposits not as mandatories but as purchasers, owing to the voluntary sale of a concession which was formerly in the possession of a private company; (3) that the independence of the Phosphate Commissioners as regards the Administrator did not extend to labour legislation; (4) that the natives in the fertile parts of the Island are not liable to be expropriated.

The Assembly learned with satisfaction that it was the intention of the Permanent Mandates Commission to investigate further the questions of indentured labour in the Pacific Islands, of the laws of land tenure in mandated territories, of the liquor legislation and the importation of alcoholic liquors in those areas and further the Mandates Commission had drawn the attention of the Mandatory Powers to the possible social, economic and political effects of the Ruanda frontier.

A memorandum from the British Government on the subject of the procedure to be followed in forwarding to the League petitions from inhabitants of mandated areas had been brought before the Permanent Mandates Commission. As the latter had not yet been officially informed by the Council of this memorandum, it had not been in a position to examine it at its second session. The Assembly having considered this question, expressed the hope that this right might be defined in such a way that all petitions emanating from inhabitants of mandated areas would be sent to the Permanent Mandates Commission through the intermediary of the Mandatory Power, and that all petitions concerning the inhabitants of mandated areas emanating from other sources would not be considered by the Permanent Mandates Commission before the Mandatory Power had had full opportunity of expressing its views.

On September 5th Sir Edgar Walton, Delegate of the Union of South Africa, had handed in to the General Committee of the Assembly a report on the recent native insurrection in the district of Bondelzwart, for which South Africa had received a mandate, and had announced that a Commission of Enquiry had been appointed. The Assembly noted these statements with satisfaction; recommended that the Mandatory Power should come to the assistance of the victims of the insurrection, and should be responsible for the economic restoration of the country, and that the Permanent Mandates Commission, to which this question had been referred, might at its next session report that satisfactory conditions had been established.

VI. Political Questions

1. THE NEAR EAST

Dr. Fridtjof Nansen, head of the Norwegian Delegation, in a letter to the President of the Assembly, moved a Resolution under Article 11 of the Covenant requesting the Council to consider without delay what steps it could take, whether by the offer of its good offices to the belligerent parties or otherwise,

with a view to the immediate cessation of hostilities in the Near East. This question, not being on the Agenda of the Assembly, was referred to the Committee on Agenda which reported in favour of its discussion by the Assembly.

A long debate thereupon took place in the Sixth Committee. Dr. Nansen argued that the War in the Near East was a matter of concern to the whole League and that the League was bound, in accordance with Articles 3 and 11 of the Covenant to take any action which might prove wise and effectual to bring hostilities to an end. The debate which followed, in which representatives of Australia, Persia, China, British Empire, South Africa, France, Italy, Bulgaria, Greece and Japan took part, developed two divergent lines of thought; the first that a direct responsibility rested upon the Members of the League to use the League as a method of settlement of the difficulties, and the second that, as negotiations had already been undertaken by the belligerent Powers especially concerned, the League, while always standing ready to give its aid, ought not to endeavour to inject itself into the situation unless specifically asked to do so. Dr. Nansen, Mr. Fisher and Viscount Ishii having all submitted Resolutions on this question, the matter was referred to a special Drafting Committee, which brought forward a combined Resolution to the effect that the Assembly, desirous of seeing peace re-established in the Near East and of supporting any action which may be taken to achieve that object, learnt with satisfaction that it was proposed to hold a special Conference to consider the present situation and trusted that the Council, without interfering in any way with the present negotiations, would adopt such measures as it might deem timely and warranted by the stage reached in the negotiations, in order to give effect to the unanimous wish of the Assembly for an early restoration of peace.

This Resolution was unanimously approved by the 6th Committee and, shortly after, by the Assembly itself.

2. ARMENIA

The Assembly noted with gratitude the action taken by the Council with respect to Armenia and passed a Resolution recommending that in the negotiations for peace with Turkey the necessity for providing a National Home for Armenians should not be overlooked, and requested the Council to take all steps which it might think useful to secure this Resolution.

3. GEORGIA

The Assembly also invited the Council to follow attentively the course of events as regards Georgia so that it may be able to seize any opportunity which might occur to help in the restoration of that country to normal conditions by any peaceful means, in accordance with the rules of International Law.

4. EASTERN GALICIA

The Assembly renewed the wish expressed at its Meeting last year that the Council draw the attention of the Principal Allied and Associated Powers to the desirability of determining at an early date the status of Eastern Galicia.

5. THE COMPLAINT OF THE LITHUANIAN GOVERNMENT

Finally, the Assembly took cognisance of the Complaint of the Lithuanian Government relative to the treatment of the non-Polish population in the Vilna district, the Sixth Committee hearing the Lithuanian representative

in support of this Complaint and the Polish representative in refutation of it. The Committee, and later the Assembly, decided that the questions so raised were among those with which the Council reserved to itself the right to deal when it drew up its final recommendation for the settlement of the Polish-Lithuanian difficulty. The Council had, in effect reserved its right of intervening in favour of the minorities in the Vilna district and of requesting the two Governments, if it felt it necessary, that League representatives should proceed to the territories in question for the purpose of making a report. Without rejecting the possibility of a Commission of Enquiry, the Assembly considered it preferable to leave the Council full liberty as regards the procedure to be followed, while referring to its special consideration the question submitted by the Lithuanian Government.

VII. Social and Humanitarian Questions

I. GREEK AND ARMENIAN REFUGEES

Swift action was taken by the Assembly in organising succour for the Greek and Armenian refugees from Asia Minor who had been placed in a position of great jeopardy as a result of the recent hostilities there. Within twenty-four hours of the receipt of a telegram from Constantinople which Dr. Nansen brought to the notice of the Assembly, the subject was discussed by the Fifth Committee of the Assembly, a resolution was presented to the Assembly and unanimously carried, and the Council met immediately afterwards to take a decision in the terms requested by the Assembly.

At the request of Dr. Nansen, who, in addition to being the first Norwegian Delegate, is also the League's High Commissioner for Russian refugees, the League gave him authority to use his Russian refugee organisation for the benefit of over 200,000 refugees from Asia Minor.

While the Assembly undertook no responsibility for these refugees, the Council on its recommendation, appropriated out of "Unforeseen Expenses" the sum of 100,000 Swiss francs to enable Dr. Nansen to take the necessary administrative measures for a period sufficient to allow adequate finances to be received from other sources.

Soon after this decision had been arrived at, Lord Balfour, again drawing the attention of the Assembly to the extreme urgency of bringing effective aid to the refugees in the Near East, announced that the British Government would contribute £ 50,000 on condition that other Governments contributed an equal amount between them. This was followed by an offer of £ 1,000 from New Zealand, whose delegation proposed a resolution, unanimously carried, requesting the delegations at the Assembly to place the situation before their respective Governments and to recommend an immediate and adequate financial contribution.

Notice was subsequently received of the following contributions: Greece, £ 5,000; Canada, £ 5,000; Spain, £ 2,000; and Sweden, Norway and Denmark, £ 1,000 each. Luxemburg promised a contribution without stating a definite amount.

M. Ador, the chairman of the International Committee of the Red Cross, announced that the International Committee had already sent delegates to Constantinople, Smyrna and Brussa, in order to report on the situation of the population, and to bring them the assistance which the British Red Cross and the Union internationale de secours had put at the disposal of the Committee.

2. DEPORTATIONS IN ASIA MINOR

Dr. Kennedy's report on the work of reclaiming deported women and children in Asia Minor (the substance of which was given in last month's Summary) was submitted to the Third Assembly and its conclusions unanimously approved.

The Fifth Committee which studied this question reported that an office and staff have been established at Constantinople, that Neutral House has been taken over, that the support of the Allied Authorities has been most generously given, and that the work is proceeding along the broadest lines without consideration of race or religion. The Assembly decided that the work should be continued, and requested the Council to urge all Governments concerned to give their support to the Commission of Enquiry.

Special mention was made of the work of Miss Jeppe, who, working alone at Aleppo, has established a rescue house and is returning a large number of deported women and boys to their homes. In order that this work at Aleppo might be continued the Assembly voted that a further sum of £ 1,500 should be allocated to the funds of the Commission of Enquiry.

3. RUSSIAN REFUGEES

The general situation of the relief work for Russian refugees also came before the Assembly in a report submitted by the Fifth Committee. This report, after touching briefly on the initiation of the work, dealt in the main with the development of the relief organisation under the direction of the League High Commissioner, Dr. Nansen.

During the past year, the High Commissioner has grappled with the various urgent and complicated aspects of the question by means of measures ensuring:

- a) the maintenance of necessitous refugees;
- b) the evacuation of Russian refugees and their distribution in countries offering them the means of obtaining a livelihood; and
- c) the legal status of Russian refugees.

A particularly urgent problem, calling for immediate solution, was that of the tragic situation of the Russian refugees in Constantinople. Thanks to the valuable aid received from States Members of the League and charitable organisations such as the American Red Cross and the American Relief Administration, it was possible greatly to alleviate the distress of these refugees.

The Assembly approved the conclusions of the report with a warm tribute to the work of the High Commissioner and voted resolutions to the effect that the Council should invite the States Members to continue to assist the High Commissioner notably as regards the development of means of education and the securing of employment for the refugees, and to consider the adoption of identity certificates for Russian refugees as proposed by the Conference held at Geneva in July 1922.

A chapter of the report dealing with the proposed repatriation of Russian refugees gave rise to a protracted debate. This question was first raised in a memorandum of the Czechoslovak Government suggesting that the problem of the economic reconstruction of Russia might be solved by the repatriation of a certain number of Russian refugees. The High Commissioner is carefully studying the possibilities of repatriation, which would be subject to a definite agreement with the Soviet Government ensuring guarantees of security; and has formally assured the Assembly that no refugee would be repatriated against his will.

4. REPATRIATION OF PRISONERS OF WAR

Dr. Fridtjof Nansen presented to the Assembly a Report showing that his work as High Commissioner of the League of Nations for Prisoners of War had now been terminated with the return of the last few hundred men to their homes. The Fifth Committee of the Assembly, having made the necessary studies, thereupon submitted a final statement as to this great work now so happily concluded. The Report revealed that while in April 1920 many great charitable organisations, such as the International Red Cross Committee, the American Red Cross, the Scandinavian Red Cross, the League of Red Cross Societies and the International Young Men's Christian Association, had been doing their best to alleviate the tragic condition of this great number of men, the problem so over-reached all private effort that an estimate was made that between 120,000 and 200,000 people would probably die during the winter of 1920/21. In these circumstances, Dr. Nansen was entrusted by the Council with the duty of co-ordinating all the efforts which had hitherto been made and though he had to contend with a great transport crisis, with the mistrust of the Soviet Government and with scarcity of funds, 100,000 men had been returned by September 15th, 1920, 350,000 by June, 1921, and a total of 427,386 belonging to 26 different nationalities by the time the work was completed; all of this with funds not exceeding £ 400,000. The Assembly, in adopting a Report to the effect that the story of this great enterprise "would contain tales of heroic endeavour worthy of those related in the accounts of the crossing of Greenland and the great Arctic voyage", passed a Resolution of gratitude stating that "Dr. Nansen had indeed deserved well of humanity".

5. SLAVERY

The question of the recrudescence of slavery was raised by Sir Arthur Steel-Maitland, member of the New Zealand delegation, who said there was reason to believe there had been a revival of slavery recently due to the continued existence of the traffic in arms and ammunition, especially in Abyssinia, whose ruler was unable to suppress it owing to difficulties for which he was not responsible. The Assembly decided that, the question of slavery should be included in the agenda of the Fourth Assembly and requested the Council to obtain all practicable information and present a report on the subject.

6. TRAFFIC IN WOMEN AND CHILDREN

The Report of the Permanent Advisory Committee on Traffic in Women and Children was submitted to the Third Assembly and carefully studied in the Fifth Committee. As a result, the Assembly unanimously approved the work done, drawing particular attention to the necessity of the appointment of Central Authorities in all States, the co-ordination of the work of those Authorities and the voluntary organisations through the Secretariat, to the need of greater protection for women accepting engagements abroad in theatres, music-halls, etc., and to the request to Governments to furnish an annual Report on measures taken to deal with the Traffic.

The Assembly expressed satisfaction that 33 nations had already signed a new Convention for control of the Traffic but pointed out that so far only ten (South Africa, Australia, Austria, Belgium, Great Britain, Canada, India, New Zealand, Norway and Siam) had ratified it. Information was, however, received from the delegates of Chili, China, Cuba, Greece, Italy, Japan, Poland Portugal, Roumania, the Serb-Croat-Slovene State, Sweden, and Switzerland that their Governments hoped to ratify the Convention before long.

Finally, after a valuable discussion initiated by the statement of the Polish Delegate that the system of state-regulated houses had been abandoned in Poland, the Assembly passed a Resolution inviting:

"The Advisory Committee to consider whether, pending the abolition of the system of state regulation, it could be agreed that no foreign woman should be employed or carry on her profession as a prostitute in any licensed houses, and that the recommendations of the Advisory Committee on the subject should be included in their next Report to the Council."

7. TRAFFIC IN OPIUM

The Advisory Committee on the Traffic in Opium submitted a detailed Report to the Assembly which was examined very closely and unanimously approved by the Fifth Committee. The attention of the Assembly centred on the two main objects of the work of the Committee, viz., the effective control of the trade in dangerous drugs and the limitation of their production to the world's legitimate needs.

It decided to urge on all Governments the vital necessity of adopting the import and export certificate system without delay, and developed the new proposal that the Advisory Committee should examine whether it would be advisable to ask Governments not to issue licences for the import of opium and other dangerous drugs except from countries which had ratified the Opium Convention and adopted the system of import and export certificates.

The Assembly made a further appeal to Governments for information as to the amount of opium and other drugs required by each country for internal consumption, and recommended that the enquiry now being made into the legitimate needs of the whole world should be pressed forward as much as possible.

Finally, the Assembly, convinced of the urgent necessity of the fullest possible international co-operation in this work, and in view of the fact that the United States is one of the most important manufacturing and importing countries, recommended to the Council that it address a pressing invitation to the United States to nominate a Member to serve on the Advisory Committee.

8. TRADE IN OBSCENE PUBLICATIONS

At the instance of the British Government acting under Article 24 of the Covenant the question of the trade in obscene publications was placed on the agenda of the Third Assembly. This question had already been considered at the International Conference held in Paris in 1910, which resulted in an administrative Agreement for the international exchange of information and a draft legislative Convention. The Agreement, which was signed by fifteen states, has been of value in combating the traffic, but the draft Convention, providing for uniform legislative measures in the different states, unfortunately never reached the stage of signature.

In view of these facts the Assembly passed a resolution urging all states to accede to the Agreement and to give full effect to its provisions. It considered, however, that the draft Convention, which involved the conformity of penal laws in different countries, needed modification and extension. It therefore proposed that the Council should send a copy of the draft Convention, together with a questionnaire, to every state, with the request that it should forward its comments to the Secretariat of the League. The result would be communicated to the French Government, which would be asked, in view of the lead given by it in 1910, to convene at Geneva about the time of the next Assembly under the auspices of the League, a conference composed of plenipotentiaries empowered to draw up and sign a new convention.

Third Part — ASSEMBLY RESOLUTIONS

(These versions not being definitive, the Resolutions may be subject to slight modification.)

I. Procedure of the Assembly

AMENDMENTS TO ARTICLES 4 AND 7 OF THE RULES OF PROCEDURE OF THE ASSEMBLY

The Assembly adopts the following amendments to Articles 4 and 7 of the Rules of Procedure of the Assembly adopted on November 30th, 1920 :

(1) The following text shall be substituted for the original text of Article 4, paragraph 1, and paragraph 2 (a) and (b) :

“ 1. The agenda shall be drawn up by the Secretary-General with the approval of the President of the Council. The complete agenda shall be circulated as nearly as possible four months before the date fixed for the opening of the session.

“ 2. The agenda of a general session shall include :

“ (a) A report on the work of the Council since the last session, on the work of the Secretariat, and on the measures taken to execute the decisions of the Assembly.”

Sub-paragraphs (c), (d), (e), (f) shall be respectively numbered (b), (c), (d), (e).

(2) The following text shall be substituted for the original text of Article 7 :

“ 1. The officers of the Assembly shall consist of a President and of six Vice-Presidents, together with the Chairmen of the main Committees of the Assembly, who shall be *ex-officio* Vice-Presidents of the Assembly. These officers shall form the General Committee.

“ 2. The President shall be elected at the beginning of each session.

“ 3. Until the election of the President, the President of the Council shall act as President of the Assembly.

“ 4. The election of the Vice-Presidents shall take place at one of the early meetings of the session.”

AMENDMENT TO ARTICLE 14 OF THE RULES OF PROCEDURE OF THE ASSEMBLY

The Assembly adopts the following amendment to Rule 14 of its Rules of Procedure :

Rule 14, paragraph 2, shall read as follows :

2. The Assembly shall not decide items on the agenda in full meeting until the report of a Committee upon them has been presented and circulated, unless the Assembly itself, by a two-thirds majority, determines otherwise.

Reports by a Committee involving the expenditure of money must indicate whether the expenditure will constitute part of the general expenses of the League or whether it will be recovered from the Members of the League particularly concerned.

Reports by a Committee other than the Finance Committee recommending action which will involve the expenditure of money shall be accompanied by as close an estimate as time and circumstances allow of the amount of the expenditure involved. This estimate shall, before the matter is brought before the Assembly, be submitted to the Fourth Committee in order that it may be checked by that Committee.

No resolution involving expenditure shall in any case be voted by the Assembly before the Finance Committee shall have expressed its opinion on the advisability of the proposed expenditure from the point of view of general budgetary resources.

The Assembly at the same time decides that paragraph 2 of Article 19 of the Regulations for the Financial Administration of the League of Nations shall read as follows :

In accordance with paragraph 2 of Rule 14 of the Rules of Procedure of the Assembly, and subject to any amendment thereof, the following rules shall apply :

a) Reports by a Committee involving the expenditure of money must indicate whether the expenditure will constitute part of the general expenses of the League or whether it will be recovered from the Members of the League particularly concerned.

b) Reports by a Committee other than the Finance Committee recommending action which will involve the expenditure of money shall be accompanied by as close an estimate as time and circumstances allow of the amount of the expenditure involved. This estimate shall, before the matter is brought before the Assembly, be submitted to the Fourth Committee in order that it may be checked by that Committee.

c) No resolution involving expenditure shall in any case be voted by the Assembly before the Finance Committee shall have expressed its opinion on the advisability of the proposed expenditure from the point of view of general budgetary resources.

II. General Questions

SELECTION OF THE NON-PERMANENT MEMBERS OF THE COUNCIL

Resolutions

I. *The Assembly* adopts, for the election of the non-permanent Members of the Council, the following rules of procedure ;

The Members whose representatives are to sit on the Council as non-permanent Members of that body shall be selected by the Assembly by secret ballot.

Where several seats are to be filled, the election shall be made by voting a list of names. Any ballot paper containing more names than there are seats to be filled shall be null and void.

No Member shall be elected at the first or at the second ballot unless it has obtained at least the absolute majority of the votes. If, after two ballots, there still remain seats to be filled, a third ballot shall be held upon a list consisting of the candidates which obtained most votes at the second ballot, up to a number double that of the seats still to be filled, and those Members shall be elected which obtain the greatest number of votes.

If two or more Members obtain the same number of votes and there is not a seat available for each, a special ballot shall be held between them ; if they again obtain an equal number of votes, the President shall decide between them by drawing lots.

II. Pending the ratification by the States of the amendment to Article 4 of the Covenant voted by the Assembly in 1921, and without prejudice to the right of the Assembly to "select in its discretion", in accordance with the provisions of the Covenant, the non-permanent Members of the Council, the Assembly recommends that the fourth Assembly adopt the following rules :

The non-permanent Members of the Council are elected for a period of three years, commencing on the first day of January following the date of their election.

Retiring Members are not eligible for re-election until the expiration of a period of three years.

One-third of the non-permanent part of the Council shall be renewed each year.

If one or two of the Members now on the Council are re-elected, their mandates shall terminate at the end of the first year.

If more than two Members now on the Council are re-elected, lots shall be drawn to determine which one or which two of them shall not retire until the end of the second year.

If necessary, lots will be drawn to determine the order of retirement as between newly elected Members, so as to bring up to two the number of Members retiring.

If, for any reason, a seat on the Council filled by any State should become vacant during the first period of three years, the State shall be considered as having retired, with the result that, if such vacancy occurs during the first year, lots shall only be drawn for one seat, and if the vacancy occurs during the second year, lots shall again only be drawn for one seat.

If such a vacancy occurs after the expiration of the first period of three years, the Assembly shall fill it at the session following its occurrence, but the Member so elected shall only complete the current mandate.

Recommendation

It is desirable that the Assembly, in electing the six non-permanent Members of the Council, should make its choice with due consideration for the main geographical divisions of

the world, the great ethnical groups, the different religious traditions, the various types of civilisation and the chief sources of wealth.

INCREASE IN THE NUMBER OF THE NON-PERMANENT MEMBERS OF THE COUNCIL

The Assembly approves the decision of the Council to increase the number of Members of the League chosen by the Assembly for representation on the Council from four to six. This decision shall come into force immediately.

REDUCTION OF ARMAMENTS

I. a) *The Assembly* considers it desirable that the Temporary Mixed Commission should be asked to continue for another year the work which it has begun and that its report be submitted at an early date previous to that of the next Assembly. The Assembly further requests the Council to invite the Members of the League to lend their assistance to the Commission in its difficult task, and to give their assistance and advice with regard to proposals for reduction of land armaments and a Treaty of Mutual Guarantee.

b) The Assembly desires to express its sense of the great value of the collaboration that has existed between the Temporary Mixed Commission and the Permanent Advisory Commission, and trusts that it will continue and, if possible, increase. The Assembly is of opinion that the great technical competence of the Permanent Advisory Commission cannot but be of essential service in the study, from the technical military point of view, of the questions with which the Temporary Mixed Commission deals.

II. The Assembly recommends that, as a preliminary step, the European States existing before the war of 1914, under their present description, whose juridical status has not been altered by the war, and which are not, at the moment, engaged in military operations which justify their armaments, be invited to reduce the total of their military, naval and air expenditure to the figures for 1913, calculated on the basis of pre-war prices according to the method employed by the Temporary Mixed Commission.

III. The Assembly expresses its satisfaction at the remarkable work accomplished in collecting and drawing up statistical data in an entirely new and peculiarly difficult field.

Taking into account the work accomplished, and reserving the question of the scope which it might be necessary to give to a statistical enquiry at a later date, the Assembly desires to determine for the coming year the programme which appears to it both immediately useful and practicable. It therefore proposes that this programme should be limited to the two following points: —

- (1) Peace-time armaments;
- (2) Expenditure on armaments.

The Assembly considers it desirable that the Council should request the Permanent Advisory Commission to collaborate with the Temporary Mixed Commission in that part of the work which deals with technical military, naval and air questions.

IV. The Assembly, having considered the report of the Temporary Mixed Commission, is of opinion that the only step which could usefully be taken in connection with surplus stocks of arms and ammunition is the control of the international traffic in arms.

V. The Assembly, having noted the proposal of the Temporary Mixed Commission for an international agreement for the control of the manufacture of arms by private companies, urges on the Council to consider the advisability of summoning, at an appropriate moment, a conference of the Members of the League to embody this agreement in the form of a convention. The Assembly is further of the opinion that States not Members of the League should be invited to participate in this conference and to co-operate in the policy on which it may agree.

a) The Assembly considers it highly desirable that the Government of the United States should express the objections which it has to formulate to the provisions of the Convention of St. Germain, as well as any proposals which it may care to make as to the way in which these objections can be overcome.

b) The Assembly is of the opinion that the Temporary Mixed Commission should be instructed to prepare a scheme for the control of the international traffic in arms, to be considered by the Conference which is to deal with the private manufacture of arms.

c) The Assembly requests the Council to take such steps as it thinks advisable to carry out the purposes above indicated.

VII a). The Assembly, having considered the report of the Temporary Mixed Commission on the subject of the development of chemical warfare, approves its action in establishing a special Sub-Committee to report on the probable effects of chemical discoveries in future wars, and requests the Council and the Temporary Mixed Commission to take every possible measure to secure the fullest publicity for the report of this Sub-Committee.

b) The Assembly requests the Council to recommend the Members of the League and other nations to adhere to the Treaty of Washington (February 6th, 1922) concerning the use of asphyxiating gas and submarines in war, and other similar matters.

VIII. The Assembly, having considered the answers from the Governments of twenty-six Members of the League to the enquiry issued to them by the Council, as to the requirements of their national security desires to state that it attaches the utmost importance to these replies as affording a basis for the further deliberations of the Temporary Mixed Commission, and recommends to the Council that it should once again urge the Members of the League which have not yet sent in their replies to do so without delay.

IX. The Assembly approves the recommendation of the Temporary Mixed Commission that the Council should consider whether the time has not come to discuss the application of the paragraph of Article 8 of the Covenant relating to the exchange of military information between States Members of the League.

The Assembly expresses its satisfaction at the work accomplished at Washington in connection with the reduction of naval armaments.

XI. a) The Assembly welcomes with interest the Chilean Government's initiative in submitting the question of disarmament to the Pan-American Conference which is to meet at Santiago in March 1923.

The Assembly expresses the hope that the Conference may arrive at practical solutions capable of being fitted into the more general scheme of disarmament which is being considered by the League of Nations.

b) The Assembly recommends to the Council that the expert services of the League of Nations should eventually be authorised to co-operate in the work of the Pan-American Conference of Santiago.
The Assembly recommends:

XII. a) 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.

b) That the report of the Temporary Mixed Commission, together with the report and the draft Convention prepared by the Permanent Advisory Commission, as well as the text of the Washington Treaty, should be forwarded immediately to the various Governments for consideration.

XIII. The Assembly, having examined the report of the Temporary Mixed Commission on the general principles of land and air disarmament, instructs the Commission to continue its investigations on the basis of these principles, with a view to preparing for the consideration of the next Assembly a definite scheme for the general reduction of land and air armaments.

XIV. a) The Assembly, having considered the report of the Temporary Mixed Commission on the question of a general Treaty of Mutual Guarantee, being of opinion that this report can in no way affect the complete validity of all the Treaties of Peace or other agreements which are known to exist between States; and considering that this report contains valuable suggestions as to the methods by which a Treaty of Mutual Guarantee could be made effective, is of the opinion that:

1. No scheme for the reduction of armaments, within the meaning of Article 8 of the Covenant, can be fully successful unless it is general.

2. In the present state of the world many Governments would be unable to accept the responsibility for a serious reduction of armaments unless they received in exchange a satisfactory guarantee of the safety of their country.

3. Such a guarantee can be found in a defensive agreement which should be open to all countries, binding them to provide immediate and effective assistance in accordance with a pre-arranged plan in the event of one of them being attacked, provided that the obligation to render assistance to a country attacked shall be limited in principle to those countries situated in the same part of the globe. In cases, however, where, for historical, geographical, or other reasons, a country is in special danger of attack, detailed arrangements should be made for its defence in accordance with the above-mentioned plan.

4. As a general reduction of armaments is the object of the three preceding statements, and the Treaty of Mutual Guarantee the means of achieving that object, previous consent to this reduction is therefore the first condition for the Treaty.

This reduction could be carried out either by means of a general Treaty, which is the most desirable plan, or by means of partial treaties designed to be extended and open to all countries.

In the former case, the Treaty will carry with it a general reduction of armaments. In the latter case, the reduction should be proportionate to the guarantees afforded by the Treaty.

The Council of the League, after having taken the advice of the Temporary Mixed Commission, which will examine how each of these two systems could be carried out, should further formulate and submit to the Governments for their consideration and sovereign decision the plan of the machinery, both political and military, necessary to bring them clearly into effect.

b) The Assembly requests the Council to submit to the various Governments the above proposals for their observations, and requests the Temporary Mixed Commission to continue its investigations, and, in order to give precision to the above statements, to prepare a draft Treaty embodying the principles contained therein.

XV. The Assembly,

Whilst declaring that the reduction of armaments contemplated by Article 8 of the Covenant cannot achieve its full effect for world-peace unless it be general,

Desires to emphasise the importance of regional agreements for the purpose of reducing armaments—agreements which, if necessary, might even go beyond the measures decided upon in respect of general reduction;

And requests the Council to ask the Temporary Mixed Commission to take into consideration, during its subsequent work, the possibility of recommending the conclusion of similar agreements to States which might be concerned.

XVI. The Assembly,

Considering that moral disarmament is an essential preliminary condition of material disarmament, and that this moral disarmament can only be achieved in an atmosphere of mutual confidence and security;

Declares:

That such confidence cannot be attained so long as the world continues to suffer from disorganisation of the exchanges, economic chaos and unemployment, and that the only method of remedying these evils is to put an end to the uncertainty which prevails regarding the means for the restoration of the devastated regions and the settlement of the inter-Allied debts;

Expresses the hope that, in so far as these questions can be regulated by the unaided efforts of the European nations, the Governments signatories of the international treaties and agreements which deal with these questions, and within the framework of which they must be envisaged, will achieve as soon as possible a general settlement of the problem of reparations and inter-Allied debts;

It further recommends:

That the Council shall devote constant attention to every effort made in this direction by the Governments concerned, it being understood that it can only usefully assist in the solution of these problems if requested to do so by the Governments in question.

RATIFICATION OF THE AMENDMENTS TO THE COVENANT

The Assembly declares that it is of the highest importance that the amendments to the Covenant already passed, with the exception of amendments 2 and 3 to Article 6, should be ratified by the Governments of the States Members of the League and it requests the Council to take all proper measures to secure this result.

AMENDMENT TO ARTICLE 10 OF THE COVENANT

The Assembly of the League of Nations decides that the Canadian proposal with regard to Article 10 of the Covenant shall be adjourned until the fourth Assembly, in order that the subject may be considered in all its bearings. The Assembly leaves it to the Council to decide on the steps to be taken to provide for a detailed study of the Canadian proposal before the meeting of the fourth Assembly.

AMENDMENT TO ARTICLE 18 OF THE COVENANT

Considering that, according to the information furnished by the Secretariat, the practice of presenting treaties and international engagements for registration and for publication is becoming more and more familiar to the Governments of Members of the League, and desiring to profit by experience gained over a longer period before re-opening the discussion on a possible amendment to Article 18 of the Covenant:

The Assembly decides to postpone such a discussion to a future session of the Assembly.

THE PROCEDURE OF CONCILIATION

Preamble

With a view to promoting the development of the procedure of conciliation in the case of international disputes, in accordance with the spirit of the Covenant, the Assembly recommends the Members of the League, subject to the rights and obligations mentioned in Article 15 of the Covenant, to conclude agreements with the object of laying their disputes before Conciliation Commissions formed by themselves.

The organisation of these Commissions, their competence and the procedure to be followed before them, shall be freely determined by the Contracting Parties. The Parties are recommended in this connection to look for guidance to the provisions contained in the Hague Convention of October 18th, 1907, for the pacific settlement of international disputes, and, in particular, to the provisions concerning the hearing of witnesses, procedure by employment of experts, rogatory commissions, inspection of places, replacement of members of the Commission. The rules laid down in the following Articles are recommended to them for adoption. At the request of the Members concerned, the Secretary-General may offer them the assistance of the Secretariat for the conclusion of Conciliation Conventions.

Apart from the other means placed at its disposal by the Covenant to assure the maintenance of peace, the Council may, if necessary, have recourse to the service of the Conciliation Commission formed by the Parties; it may invite them to bring their dispute before the Commission, or it may refer to the Commission any dispute which may have been submitted to it by one of the Parties in virtue of Article 15 of the Covenant. A Conciliation Convention made between two States of which one only is a Member of the League of Nations, or of which neither is a Member of the League, will be applicable subject to the procedure established by Article 17 of the Covenant.

The Assembly expresses the hope that the competence of Conciliation Commissions will extend to the greatest possible number of disputes, and that the practical application of particular Conventions between States, as recommended in the present resolution, will in the near future make possible the establishment of a general Convention open to the adhesion of all States.

*Rules**Article 1.*

The Conciliation Commission shall be constituted as follows: —

Each Party shall appoint two members, one from among its own nationals, the other from among the nationals of a third State. The two Parties shall jointly appoint the Chairman of the Commission from among the nationals of a third State.

The Parties may appoint the members of the Commission beforehand and for a period which they themselves shall determine. They may also confine themselves to appointing only the Chairman beforehand, in which case the other members shall be appointed after consultation with the Chairman at the moment when a dispute arises, their mandate being limited to the settlement of such dispute.

Article 2.

Disputes which fall within the competence of the Conciliation Commission shall be referred to it for consideration by means of a notification made by one of the Contracting

Parties to the Chairman of the Commission and to the other Party. The notification shall be communicated to the Secretary-General of the League.

If all the members of the Commission have been appointed beforehand, the Chairman shall convene the Commission as soon as possible. If they have not been so appointed, the Chairman shall invite the Parties to appoint the other members within a period laid down by the Convention.

Article 3.

The Conciliation Commission shall meet at the seat of the League, unless the Parties have fixed a different place of meeting in the Convention made by them or for the purposes of a particular case. The Commission, if it considers it necessary, may meet at a different place. The Commission may in all circumstances ask the Secretary-General to render it assistance in its work.

Article 4.

Subject to the right of the Parties and of the Commission itself to extend this period, the Conciliation Commission shall complete its work within a period of six months from the day on which it first met.

Article 5.

Both Parties shall be heard by the Commission.

The Parties shall furnish the Commission with all the information which may be useful for the enquiry and the drawing up of the report, and shall in every respect assist it in the accomplishment of its task.

The Commission shall itself regulate all details of procedure not provided for in the Convention, and establish rules of procedure for the obtaining of evidence.

Article 6.

The Commission shall take its decisions by a majority vote of its members; the presence of all the members is required for a valid decision. Each member shall have one vote.

Article 7.

The Commission shall make a report on each dispute submitted to it. In proper cases the report shall include a proposal for the settlement of the dispute. The reasoned opinion of the members who are in the minority shall be recorded in the report.

The Chairman of the Commission shall immediately bring the report to the knowledge of the Parties and of the Secretary-General of the League.

Article 8.

The report of the Conciliation Commission may be published by one of the Parties before the settlement of the dispute only if the other Party gives its consent.

The Commission may, by unanimous vote, decree the immediate publication of its report.

Article 9.

Each Party shall pay the allowances of the members of the Commission which it has appointed and shall pay half of the allowances of the Chairman.

Each Party shall bear the costs of procedure which it has incurred and half of those which the Commission may declare to be joint costs.

INDEMNITIES PAYABLE TO CERTAIN JUDGES AND TECHNICAL ASSESSORS OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE

The Assembly of the League of Nations,

Having considered proposals made to it by the Council, in accordance with Article 32 of the Statute of the Permanent Court of International Justice,

Accepts the proposals of the Council, subject to certain changes as to the amounts payable, and decides as follows:

1. A judge sitting in the Permanent Court of International Justice who has been selected in accordance with Article 31 of the Statute of the Court and who is not a deputy judge, shall be granted from the funds of the Court a daily duty allowance and a daily subsistence allowance and repayment of his travelling expenses, according to the rates and conditions applicable to a deputy judge taking part in a session of the Court.

2. Technical assessors summoned to assist the Court in accordance with the provisions of Article 26 of the Statute of the Court shall be granted from the funds of the Court a daily subsistence allowance of fifty florins during the period for which their functions oblige them to reside at the place at which the session is held, unless they habitually reside there, or, if they reside at such place, a daily subsistence allowance of twenty-five florins; and, further, the necessary travelling expenses of these assessors shall be refunded to them out of the funds of the Court.

3. Technical assessors sitting in cases connected with transit and communications, and, in particular, cases coming under Part XII (Ports, Waterways and Railways) of the Treaty of Versailles and the corresponding parts of the other Treaties of Peace referred to in Article 27 of the Statute of the Court, shall be treated in the same manner as the assessors referred to in paragraph 2 above if they sit by virtue of a decision of the Court. If the technical assessors sit at the request of the parties, the allowances and travelling expenses shall be borne by the parties in accordance with rules to be made by the Court.

FINANCIAL ADMINISTRATION OF THE LEAGUE

Resolutions

I. *The Assembly* of the League of Nations finally passes the expenditure and income accounts for the third fiscal period ending December 31st, 1921.

II. The Assembly adopts the first report of the Commission of Control and the supplementary report in so far as their recommendations have not already been acted upon or are not at variance with other specific decisions of the third Assembly or of its Fourth Committee.

III. Whereas the work undertaken by the Committee on Intellectual Co-operation in accordance with the decision of the second Assembly cannot be satisfactorily carried out without adequate financial provisions in the Budget.

The Assembly decides to raise the credit for this purpose under the Item of "International Bureaux and Miscellaneous Questions" from 125,000 francs as proposed by the fourth Committee to 175,000 francs.

IV. The Assembly of the League of Nations, in accordance with Article 4 of the recommendation adopted by the first Assembly on the administration of the finances of the League of Nations, dated December 17th, 1920,

Approves, for the fiscal period 1923, the general Budget of the League, the Budget for the International Labour Organisation, and the supplementary credits, amounting in all to 25,673,508 francs;

And decides that these budgets shall be published in the *Official Journal*.

V. The Assembly of the League of Nations,

Having noted the letter from the Swiss Delegation dated September 14th, 1922, addressed to the Secretariat of the League of Nations on behalf of the Federal Council and on behalf of the Council of State of the Republic and Canton of Geneva and of the Administrative Council of the City of Geneva, by which, subject to the ratification by the constitutional powers both Federal and Genevese, and in order to assist the League to build in due time premises suitable for the holding of the Assembly and for use as offices by the International Labour Office, by obtaining possession of land in Geneva suitably placed for their requirements, the following sites are offered as a gift:

(1) On the part of the Swiss Confederation, the premises situated at 154 Rue de Lausanne, on the shores of the Lake, and having an area of 35,843 square metres;

(2) On the part of the Republic and Canton of Geneva and the City of Geneva the land adjacent to the Secretariat on the side nearest to the city, and having an area of 4,493 square metres,

Expresses its warm appreciation of the generosity and the goodwill shown towards the League of Nations which inspired these offers, and gives full powers to the Council:

(1) To accept the offers as soon as they have both been definitely made; and

(2) To authorise the Secretary-General to carry out on behalf of the League of Nations the transfer of the property rights.

VI. The Assembly, with regard to the decision of the Council dated July 21st, 1922, desires to express its full approval of the principle that expenditure incurred for special investigations in the particular interests of one or more Members of the League shall be met by that or those Members of the League.

VII. The Assembly,

Considering that the present financial position of all countries renders the strictest economy necessary on the part of the League of Nations, especially in so far as new work involving the League in new expenditure is concerned, even if this work was contemplated by conventions or resolutions ante-dating the present session of the Assembly:

Requests the Council of the League and the Governing Body of the International Labour Office to see that work of this nature is undertaken between the third and fourth Assemblies only in cases of extreme urgency;

And requests the Council of the League and the Governing Body of the International Labour Office to submit to the fourth Assembly a statement of new work, involving new expenditure on the part of the League, undertaken in accordance with the conditions mentioned in the first paragraph.

VIII. The Assembly,

Whereas the fourth Committee only received the report of the Salaries Adjustment Committee on the subject of a deferred pay and pensions scheme for the Secretariat and International Labour Office at its last meeting, two days before the close of the Assembly,

Whereas it was impossible in these circumstances to consider this question with the necessary care:

Decides to transmit the report to the Commission of Control and to request the Council to submit to the Members of the League a final report four months before the opening of the fourth session of the Assembly.

Recommendation

The Assembly recommends that, in view of the necessity of realising economies in the financial administration of the League, the Council should always hold its sessions at Geneva except in the case of absolutely exceptional circumstances necessitating a session in some other town.

REGULATIONS FOR THE FINANCIAL ADMINISTRATION OF THE LEAGUE OF NATIONS

Whereas the recommendation of the Assembly adopted on December 17th, 1920, with regard to the administration of the finances of the League of Nations, as modified by the recommendation of October 4th, 1921, requested the Council to prepare, for the annual session of the Assembly in 1922, a final resolution concerning the administration of the League of Nations;

And whereas the Council requested the Supervisory Commission to prepare a draft of such resolution and the Commission has submitted such draft, which has been considered by the Assembly:

The Assembly of the League of Nations adopts the Regulations for the administration of the finances of the League of Nations. (A. 54. (2). 1922. X.)

ALLOCATION OF THE EXPENSES OF THE LEAGUE OF NATIONS

The Assembly,

Considering that the present position of the finances of the League of Nations makes it imperatively necessary to modify as soon as possible the system of allocation of the expenses of the League of Nations among its Members and to replace the scale of the Universal Postal Union now in force by a more just and equitable scale;

And considering that the scale annexed to the present resolution (see Document A. 154. 1922) has been recognised by general consent as establishing a more just and equitable system for the allocation of the said expenses, and that it is recognised to be desirable to secure the immediate application of this scale as a provisional measure:

Approves the application of the above-mentioned scale for the allocation of the said expenses for the year nineteen hundred and twenty-three;

and requests the Council to ask the Committee on the Allocation of Expenses, presided over by M. Réveillaud, to continue its researches with a view to preparing a definitive scale which may be submitted to a subsequent Assembly. The Assembly leaves it to the Council to modify the composition of the Committee as it thinks desirable.

The Assembly begs the Council to notify the Members of the League of Nations that it is no longer necessary to continue the ratification of the Amendments No. 2 and No. 3 of Article 6, voted by the Assembly of 1922, but, on the other hand, to urge them to ratify the first amendment as soon as possible.

Unpaid Contributions

The Assembly approves the principles and proposals which are laid down in the report of the Fourth Committee (A. 145. 1922) concerning the contributions still remaining to be paid for the fiscal years up to January 1922.

Contribution of the State of Salvador to the Expenses of the League

The Assembly decides that the report which the First Committee has received from its Sub-Committee on the claim of Salvador be transmitted without discussion to the Council of the League, together with copies of the procès-verbaux containing the discussions of the Committee, in order that the Council may take such action in the matter as it considers appropriate.

Esperanto as an Auxiliary International Language

1. *The Assembly* adopts the report of the Secretariat on Esperanto as an auxiliary international language, subject to the following amendments:

- a) That the corrections communicated by the British Delegation be made and that Chapter V of the report be omitted;
- b) That an annex be added to the report, consisting of the whole of the brief and impartial report made by the Paris Chamber of Commerce on February 9th, 1921, of which certain passages only have been quoted;
- c) That the resolutions adopted by the Committee be annexed to the report.

2. The questions relating to the teaching of Esperanto shall be referred to the Committee on Intellectual Co-operation, in order that that Committee may give its opinion on the various aspects of the problem of an auxiliary international language.

THE WORK OF THE COMMITTEE ON INTELLECTUAL CO-OPERATION

1. *The Assembly* takes note of the report of the Committee on Intellectual Co-operation, and highly appreciates the work accomplished by that Committee during its first session, and also the systematic and judicious method in accordance with which the Committee has drawn up the programme of its future work; the Assembly congratulates the Chairman of the Committee on Intellectual Co-operation, M. H. Bergson, together with his colleagues, upon their useful and remarkable work, and expresses the hope that the Committee will pursue its work with the help of the most competent men of all countries to the extent allowed by the credits voted by the Assembly.

2. The Assembly notes with satisfaction the resolutions by which the Council has authorised the Committee on Intellectual Co-operation to undertake an enquiry into the position with regard to intellectual work, and to appoint three sub-committees to investigate questions of bibliography, questions of inter-university co-operation, and questions of intellectual proprietary rights.

3. The Assembly decides to send and appeal to all countries which have not yet accepted the Conventions relating to the international exchange of publications signed at Brussels on March 15th, 1886, asking them to give their adhesion thereto.

4. The Assembly has noted with much interest the detailed investigations carried out by the Committee on Intellectual Co-operation regarding the conditions of intellectual life in countries where its continuance is especially endangered. The Assembly invites the Council to follow up this important question within the limits proposed by the Committee on Intellectual Co-operation.

5. The Assembly invites the Council to stimulate an intellectual co-operation based upon international solidarity, in order to procure scientific books and documents for the universities and schools of those countries which, as a result of war, have been deprived of them and which have not sufficient resources to acquire them.

III. Technical Organisations

THE PAN-AMERICAN CONGRESS AND THE TECHNICAL ORGANISATIONS OF THE LEAGUE

The Assembly expresses a desire that, at the next Pan-American Congress, the Members of the League of Nations represented at the Congress should call the attention of the latter to the work of the Technical Organisations of the League of Nations;

Expresses a desire that these Members should consider the means by which any future action contemplated by the Pan-American Congress in connection with the question which is being dealt with by the Technical Organisations of the League of Nations may, as far as possible, be carried on in co-operation with these organisations, and

Recommends that, if necessary, the Council should authorise the Technical Organisations to co-operate in any action of general interest which the Pan-American Congress may decide to take.

THE HEALTH ORGANISATION

Resolution 1

1. *The Assembly* notes with satisfaction :

a) The assistance given by the Health Organisation to the work of the Health Conference at Warsaw. It notes also that the Genoa Conference, having considered the report of the Warsaw Conference in accordance with the request contained in the resolution of the Council forwarded on April 3rd, approved the principles of the anti-epidemic campaign adopted by the Warsaw Conference, and that in consequence of this resolution of the Genoa Conference, transmitted to the Health Organisation by a resolution of the Council dated July 21st, the Health Organisation has been charged with the duty of carrying out the programme outlined by the Conference;

b) That the Health Organisation has been authorised by various countries to undertake the duties of mediation entrusted to it by certain bilateral sanitary conventions which have been concluded as a result of the Warsaw Conference, and that the Council has approved the discharge of these duties;

c) The co-operation established between the Health Organisation and the other Technical Organisations of the League of Nations, notably the Permanent Advisory Committee on the Traffic in Opium, the Advisory and Technical Committee on Communications and Transit and the Permanent Mandates Commission;

d) The assistance given by the Health Organisation in the work preparatory to the revision of the International Sanitary Convention of 1912, and the realisation of co-operation with the "Office international d'Hygiène publique" thus effected, and the fact that the Council has decided to place this Organisation at the disposal of the Conference which is shortly to be convened by the "Office international d'Hygiène publique";

e) The co-operation effected by the Health Organisation in experimental research concerning the standardisation of sera and serological tests, the first results of which will be presented to a conference to be convened at Geneva in the near future;

f) The development of the activities of the Health Organisation with regard to epidemiological intelligence, which should not be limited to problems which are of importance to only a limited number of countries;

g) The initiative taken by the Health Organisation with regard to an interchange of the sanitary personnel of various Governments which it desires should be made applicable to as large a number of countries as possible.

2. The Assembly desires to express its appreciation to the Rockefeller Foundation for the financial assistance which has been offered to the Health Organisation to assist in the development of certain of its activities.

3. The Assembly considers that the Health Organisation of the League of Nations is undertaking a task of permanent utility and that it is indispensable that it should continue its activities.

The Assembly considers that it may be possible, before the meeting of the fourth Assembly, to prepare, on the basis and according to the principles adopted by the first Assembly for the Technical Organisations of the League, the constitution of a permanent Health Organisation, which will be submitted to the fourth Assembly for approval. In such case this Organisation will undertake the duties laid down in the resolutions of the first and the second Assemblies. It may, if necessary, function meanwhile within the limits of the budget and in anticipation of the above-mentioned approval of the fourth Assembly. To this end the Assembly authorises the Council to take advantage of such general conference as may be convoked, it being understood that all States Members of the League of Nations shall be invited to send delegates thereto.

It also suggests to the Council that an attempt be made at the forthcoming conferences to make such arrangements as may be necessary to avoid duplication.

Resolution 11

The Assembly expresses the opinion that the persistence of epidemics in Eastern Europe still constitutes a serious danger to the world, and prejudices the re-establishment of normal economic conditions in the countries affected by these epidemics and in the whole world.

The Assembly notes that all the Governments represented at the International Economic Conference of Genoa accepted the principle of the participation of all European States in the expenditure necessary for the anti-epidemic campaign, and agreed to entrust the direction of this campaign to the Temporary Epidemic Commission.

The Assembly has taken note of considerable financial effort made by the States bordering on Russia in order to carry on the campaign in their own territories.

The Assembly notes that, in conformity with the Genoa resolution, the British Government has offered a contribution of £ 100,000 to the Temporary Epidemic Commission, subject to the condition that the total contributions of other Governments equal a sum of not less than £ 200,000. The Assembly notes also that the Council has decided to acquaint the Delegations of all Members of the League of Nations present at the Assembly with this offer, asking them to make, if possible before the end of the Assembly, an announcement regarding the assistance which their respective Governments will be ready to give. The Assembly hopes that the Members of the League of Nations will be able to respond at an early date.

Temporary Epidemic Commission

The Assembly notes that, hitherto, the Temporary Epidemic Commission, of which the funds are provided entirely by voluntary contributions intended for the campaign against epidemics and freely granted by certain States, has undertaken a series of epidemiological enquiries and has established a closer co-operation with the technical administrations necessary in view of the aim which it pursues; but that its activities have been made use of by the Health Organisation for its own requirements, and

Whereas, under these circumstances, it does not seem equitable that the cost of this work, in which all the States are interested, should be borne only by certain States, and whereas this expenditure should rather be provided for under the ordinary budget of the League; and

Whereas it is not admissible that these sums should be paid out of the contributions made by certain States for the clear and well-defined purpose of the campaign against epidemics properly so-called; and

Whereas the effective continuation of this work and regard for its best results from the economic point of view renders it desirable that the Temporary Epidemic Commission should continue to be entrusted with it:

Decides that a sum of 50,000 francs shall be included in the budget of the Health Organisation as a contribution to the Temporary Epidemic Commission.

ORGANISATION FOR COMMUNICATIONS AND TRANSIT

1. *The Assembly*, after taking cognisance of the first and second reports of the Advisory and Technical Committee for Communications and Transit on the work of the organisation for Communications and Transit between the second and third Assemblies,

Notes with satisfaction;

a) The progress achieved in giving practical effect to the recommendations adopted by the Conference on Passports, Customs, Formalities and Through Tickets, held at Paris in October, 1920, and also to the Conventions and recommendations adopted at the Barcelona Conference;

b) The efforts made by the Organisation for Communications and Transit to facilitate the ratifications of the Barcelona Conventions or the adhesions to those Conventions;

c) The investigations undertaken for the purpose of drawing up the Convention on the International Regime of Railways, as well as a General Convention on the International Regime of Ports and for the purpose of applying in the domain of transport the principle of equitable treatment for commerce;

d) The measures taken with a view to carrying out the resolutions of the Genoa Conference, transmitted to the Organisations for Communications and Transit by the Council of the League with the object of developing the restoration of the actual means of transport in Europe, and;

Invites the Organisation for Communication and Transit, which will hold a second General Conference at Geneva during the year 1923, in accordance with the recommendation of the General Conference of Barcelona, approved by the Council of the League at its meeting of June 18th, 1921, to continue, on the lines at present adopted, to carry out the duties with which it has been entrusted.

The Assembly believes that the investigations now undertaken will be prosecuted with sufficient energy to ensure that all those which appear likely to give rise to an international agreement may form the subject of definite proposals to be submitted without delay to the second General Conference.

II. The Assembly recommends the Organisation for Communications and Transit of the League to transmit to the various Governments concerned, at least three months before the meeting of the Conference which shall be held during 1923, the draft Conventions or recommendations which it has prepared.

III. The Assembly takes note with satisfaction of the imminent meeting at Paris of the Conference of Railway Administrations, convened by the French railway Administrations, in conformity with the decisions of the Genoa Conference, and draws the attention of the Council to the fact that it is desirable that measures should be taken for the representation of the Communications and Transit Organisation of the League at the Conference in question, which Organisation has been entrusted, in virtue of the decisions referred to above (which have been accepted by the Council and the Assembly), with the task of examining the progress achieved in carrying them out.

ECONOMIC AND FINANCIAL COMMITTEE

I

The Assembly has noted with satisfaction the services which the Financial Committee has rendered to the Council in its several tasks, notably in regard to the finances of Danzig, the technical aid to be given to Albania, and the restoration of the financial condition of Austria. It highly appreciates the activities of the Committee, and it hopes that the Committee will consider practical proposals on all specific subjects which, in present conditions, might be ripe for solution by collaboration between States, and that the Committee will pursue its enquiries on practical lines, so as to arrive at positive results. It hopes that the study of the various questions connected with the stabilisation of currencies, and in particular that of the foreign trade balance and balance of payment of various States, which is an essential element of the problem, will be actively pressed forward so as to lead to the publication of reports which will throw light on this question, which is one of urgent importance.

II

The Assembly has again had its attention drawn to the persistent gravity of the financial dislocation and its increasingly serious effects upon the commercial and industrial structure of the whole world. It reiterates its belief that an essential part of the remedy for these evils is the application of the rules of finance laid down in the resolutions adopted at the Brussels Financial Conference and recently endorsed at the Genoa Conference. It invites the Financial Committee to renew the inquiries which it undertook last year on the progress made in the application of these resolutions by various Governments. It also invites the Committee to investigate, with a view to effective results, and in collaboration, formal or informal, with the Governments concerned, all practical proposals which may be made for the completest possible application of the principle of sound finance which these resolutions embody.

III

The Assembly, appreciating the advantages which may accrue, for the finances of various countries, from the disinterested assistance of an international body of impartial experts, invites the Financial Committee to hold itself at the disposal of the Governments of the States Members of the League, and to render them all assistance in its power for such questions, and in such forms as may be found most appropriate.

IV

a) The Assembly notes with satisfaction the thorough enquiry which the Economic Committee has made into the questions concerning the equitable treatment of commerce and the progress achieved in regard to certain aspects of the problem.

b) It looks forward to a modification of the existing international conventions on unfair competition in consequence of the Committee's proposals, and approves the procedure adopted by the Council with a view to securing this end.

c) It approves the proposal to convene a Conference of experts on customs formalities. It trusts that all possible measures will be taken, not only to promote the success of the Conference, but also to follow up its conclusions in such a way as to secure practical action by the Governments with the least possible delay.

d) The Assembly notes the further work undertaken in connection with the problem of the equitable treatment of commerce. It counts upon valuable recommendations being submitted at an early date in regard to the treatment of foreign persons and firms.

e) It hopes, however, that the investigation thus successfully begun will be extended and continued without interruption, in order that the principle of equitable treatment of commerce may be given the earliest and most general application possible.

V

The Assembly has noted the progress made and the results achieved by the Economic Committee in the other tasks which it has undertaken, partly as a consequence of the resolutions of the Genoa Conference (dumping, statistical methods, etc.), and partly as regards other matters (bills of exchange). It is anxious that the attention of the States Members of the League should be drawn in a special manner to the recommendations in regard to commercial arbitration (*la clause compromissoire*) and the stabilisation of customs tariffs.

VI

The Assembly, having taken note of the decisions of the General Labour Conference of 1921 calling for an enquiry into the national and international aspects of the unemployment crisis and the means of combating it, and requesting the International Labour Office to call into co-operation the Economic and Financial Section of the League of Nations for the solution of the financial and economic questions raised by the enquiry :

Requests the Economic and Financial Organisation to arrange the scope and method of such collaboration at an early date, and to bring to the enquiry conducted by the International Labour Office any information which it has in its possession.

VII

The Assembly invites the States Members of the League of Nations to assist in the work of the Economic and Financial Committee by furnishing as fully and as speedily as possible the information for which the Committee may ask, especially in connection with its various publications and its investigations in regard to the equitable treatment of commerce.

VIII

The Assembly notes that the Council proposes to maintain for the present the Economic and Financial Organisation under its existing provisional form, in order to pursue the work which it has already undertaken, subject to such changes in the composition of the two Committees as the Council may decide.

IV. Administrative Questions

MANDATES

I. *The Assembly* wishes to express its keen satisfaction that the terms of the mandates which had not been promulgated in 1921 have now been defined; that reports on the administration of mandated territories have been presented to the Permanent Mandates Commission and examined in the presence of duly accredited representatives of the mandatory Powers; and that the mandates system has thereby been brought fully into force.

The Assembly wishes, in particular, to express its deep gratitude to the Permanent Mandates Commission for the great care and impartiality which it has devoted to the accomplishment of its important and delicate task.

II. The Assembly, highly appreciating the action taken by the Government of South Africa in communicating, in its capacity of mandatory Power for South-West Africa, the report of the Bondelzwart Rebellion, 1922;

Moved by feelings of great anxiety for the welfare and the relief of the survivors:

Resolves to express:

a) Its profound satisfaction with the official statement made by Sir Edgar Walton, Delegate for South Africa, that a full and impartial enquiry will be made into all the facts of the Bondelzwart Rebellion and its repression;

b) The confident hope that the Permanent Mandates Commission, at its next session, will consider this question and be able to report that satisfactory conditions have been established; and that, in the meanwhile, the mandatory Power will make every effort to relieve the suffering of the victims, particularly the women and children, and that it will ensure protection and restitution of the remaining livestock, and, in general, the restoration of the economic life in the Bondelzwart district.

III. The Assembly, having considered the matter of the right of petition alluded to in the report of the Permanent Mandates Commission, expresses the hope that this right may be defined in such a manner as to ensure that:

a) All petitions emanating from inhabitants of mandated areas will be sent to the Permanent Mandates Commission through the intermediary of the local administration and of the mandatory Power;

b) No petition concerning the welfare of the inhabitants of mandated areas emanating from other sources will be considered by the Permanent Mandates Commission before the mandatory Power has had full opportunity of expressing its views.

PROTECTION OF MINORITIES

The Assembly approves the report of the Sixth Committee with regard to the protection of minorities and accordingly takes the following resolutions:

1. While in cases of grave infraction of the Minorities Treaties it is necessary that the Council should retain its full power of direct action, the Assembly recognises that in ordinary circumstances the League can best promote good relations between the various signatory Governments and persons belonging to racial, religious or linguistic minorities placed under their sovereignty by benevolent and informal communications with those Governments. For this purpose, the Assembly suggests that the Council might require to have a larger secretarial staff at its disposal.

2. In case of difference of opinion as to questions of law or fact arising out of the provisions of the Minorities Treaties, between the Government concerned and one of the States Members of the Council of the League of Nations, the Assembly recommends that the Members of the Council appeal without unnecessary delay to the Permanent Court of International Justice for a decision in accordance with the Minorities Treaties, it being understood that the other methods of conciliation provided for by the Covenant may always be employed.

3. While the Assembly recognises the primary right of the Minorities to be protected by the League from oppression, it also emphasises the duty incumbent upon persons belonging to racial, religious or linguistic minorities to co-operate as loyal fellow-citizens with the nations to which they now belong.

4. The Assembly expresses the hope that the States which are not bound by any legal obligations to the League with respect to Minorities will nevertheless observe in the treatment of their own racial, religious or linguistic minorities at least as high a standard of justice and toleration as is required by any of the Treaties and by the regular action of the Council.

5. The Secretariat, which has the duty of collecting information concerning the manner in which the Minorities Treaties are carried out, should not only assist the Council in the study of complaints concerning infractions of these Treaties, but should also assist the Council in ascertaining in what manner the persons belonging to racial, linguistic or religious minorities fulfil their duties towards their States. The information thus collected might be placed at the disposal of the States Members of the League of Nations if they so desire.

COMPLAINTS BY THE LITHUANIAN GOVERNMENT RELATIVE TO THE TREATMENT OF THE NON-POLISH POPULATION IN THE TERRITORY OF VILNA

The Assembly of the League of Nations:

In virtue of its resolution of September 15th, 1922;

Having heard the complaints of the Lithuanian Government relative to the treatment of the non-Polish population in the Vilna district;

And having also heard the replies of the Polish Delegate to these accusations;

Considering that the questions thus raised are among those with which the Council, by its resolution of January 13th, 1922, — after having drawn up its final recommendation for the settlement of the Polish-Lithuanian dispute, — reserved to itself the right to deal, if necessary, by requesting the two Governments to allow it to send representatives to the spot for the purpose of making a report:

Considering that the Council has already made use of the powers which it thus reserved to itself and that its intervention in this matter is in conformity with its general activities in regard to the protection of minorities;

Refers to the Council for its special consideration the question which has been submitted to the Assembly by the Lithuanian Government.

V. Political Questions

THE NEAR EAST

The Assembly, animated by a sincere desire to see peace re-established in the Near East and to support any action which may be taken to achieve that object, learns with satisfaction that it is proposed to hold a special Conference to consider the present situation with a view to finding a solution.

The Assembly trusts that the Council, without interfering in any way with the proposed negotiations, will adopt such measures as it may deem timely and warranted by the stage reached in the negotiations in order to give effect to the unanimous wish of the Assembly for an early restoration of peace.

ARMENIA

The Assembly notes with gratitude the action taken by the Council with respect to Armenia, and recommends that, in the negotiations for a peace with Turkey, the necessity for providing a National Home for the Armenians should not be overlooked, and requests the Council to take all steps which it may think useful to secure this result.

GEORGIA

The Assembly of the League of Nations, having considered the position of Georgia, invites the Council to follow attentively the course of events in this part of the world, so that it may be able to seize any opportunity which may occur to help in the restoration of this country to normal conditions by any peaceful means in accordance with the rules of international law.

STATUS OF EASTERN GALICIA

The Assembly of the League of Nations renews its wish, expressed in the resolution adopted by the second Assembly on September 27th, 1921, that the Council of the League draw the attention of the Principal Allied and Associated Powers to the desirability of determining at an early date the status of Eastern Galicia.

REQUEST OF THE LITHUANIAN GOVERNMENT TO INCLUDE A NEW QUESTION IN THE AGENDA OF THE ASSEMBLY

The third Assembly being requested by the Lithuanian Government to include on its agenda a new question drafted as follows:

“Protest against arbitrary actions of the Polish Government in connection with the territory of Vilna subsequent to the Council’s recommendation of January 13th, 1922.”
In view of the letter of the Polish Government raising the previous question;
In view of the reply of the Lithuanian Government dated September 6th, 1922;

Approves the report presented on behalf of the special Committee by M. Hymans, the delegate of Belgium;

Decides, in consequence, that the previous question should be adopted as regards the Lithuanian complaint brought against the statute of Vilna, and the elections which the Polish Government proposed to hold in that district;

Maintains on the agenda the new question so far as it concerns abusive treatment alleged to have been inflicted upon the Lithuanian population in the Vilna district;

And, as it is not desirable that the discussion of the Lithuanian allegations should be raised at the Assembly before the competent Committee has had an opportunity of investigating them, refers the question, thus clearly defined, directly and without discussion, to the sixth Committee of the Assembly, which is responsible for the investigation of political questions.

VI. Humanitarian and Social Questions

GREEK AND ARMENIAN REFUGEES FROM ASIA MINOR IN CONSTANTINOPLE

The Assembly:

Having heard Dr. Nansen’s statement regarding the critical situation of more than two hundred thousand refugees from Asia Minor and his offer of the services of his Russian refugee organisation for administration of any funds contributed for the benefit of the refugees;

And, considering that this is a work which demands immediate action by the League:

Recommends:

That the High Commissioner of the League be authorised to utilise the services of the Russian refugee organisation for assisting the money collected for this purpose, it being understood that the League undertakes no responsibility for these refugees, that the work for Russian refugees shall continue without hindrance, and that this additional activity be considered of a temporary nature;

And, recognising the urgency of providing an adequate administrative organisation for these refugees:

Invites:

The Council to consider whether it cannot place at the disposal of Dr. Nansen, from the item "Unforeseen expenditure" a sum sufficient to enable the necessary administrative measures to be taken for a period which will allow for adequate arrangements to be made from other sources.

RELIEF FOR REFUGEES IN THE NEAR EAST

The Assembly, having heard the statement of Lord Balfour, and recognising the extreme urgency of bringing effective aid to the refugees in the Near East, from which purpose financial assistance from the various Governments would be of the greatest value, decides that its Members will at once place the situation before their respective Governments, recommending an immediate and adequate financial contribution to Dr. Nansen's organisation.

RUSSIAN REFUGEES

The Assembly, having heard the report of the High Commissioner of the League of Nations for Russian refugees on the work which he has accomplished during the past year, Approves this report (A. 84),

And wishes to express its entire satisfaction with the way in which the High Commissioner has discharged the duties entrusted to him, and to record its high appreciation of the services he has rendered to the refugees and to the League.

As the work is not yet finished, the Assembly invites the High Commissioner to continue to apply the same methods of work as hitherto.

It further decides:

1. To invite the Council to request the Governments of the Members of the League to continue to lend to the High Commissioner the support and assistance which they have hitherto given him, especially as regards the development of the means of general and professional education and the securing of employment for the refugees;
2. To invite the Council to draw the attention of the Governments of the Members of the League to the importance of the system of identity certificates adopted at the Conference on the subject held at Geneva in July 1922, and to request those Governments which have not yet given a favourable reply to consider whether they cannot, without delay, bring this system into force;
3. To request the Council to provide by international co-operation for the maintenance of the Russian refugees who are incapable of providing for their own livelihood in the States where they are congregated.

REPATRIATION OF PRISONERS OF WAR

The Assembly adopts the report (A. 32. (1). 1922) of Dr. Nansen, High Commissioner of the League of Nations for the repatriation of prisoners of war, and desires to state that, in the accomplishment of his mission, Dr. Nansen has indeed deserved well of humanity.

TRAFFIC IN WOMEN AND CHILDREN

The Assembly decides:

1. That the report of the Advisory Committee on Traffic in Women and Children (A. 9 (1). 1922.) be adopted;

2. That, in view of the fact that the system of State regulation which exists in certain countries is thought in many quarters to encourage the traffic in women, the Advisory Committee should be asked by the Council to consider whether, pending the abolition of the system, it could be agreed that no foreign woman should be employed or carry on her profession as a prostitute in any licensed houses, and that the recommendations of the Advisory Committee on the subject should be included in its next report to the Council.

DEPORTATION OF WOMEN AND CHILDREN

1. *The Assembly* approves the conclusions of the report presented by Dr. Kennedy, Chairman of the Commission of Enquiry on Deported Women and Children (A. V/15), and is of the opinion that the League of Nations should continue its work in this direction.

2. *The Assembly* requests the Council to urge the Governments responsible for any territories, either under mandate or under Allied control, where members of the Commission for the Reclamation of Women and Children are working, to instruct their officials in these territories to give strong support and assistance to the Commission and its members.

3. A further sum of £ 1,500 shall be allocated to the funds of the Commission, in order that the valuable work at present being undertaken by the Commission in Aleppo may be continued.

OBSCENE PUBLICATIONS

The Assembly decides:

1. To ask the Council of the League, in accordance with Article 24 of the Covenant, to authorise the Secretariat to assist Members of the League and any other States which are parties to the international movement for the suppression of obscene publications, in all measures which may be necessary for this purpose.

2. To ask the Council to draw the attention of all States to the International Agreement of 1910: those States which have signed or acceded to it should be asked to give full effect to its provisions, and those States which are not yet parties to it should be urged to accede to it at an early date.

3. To invite the Council to communicate the draft Convention of 1910 with a questionnaire to every State with the request that it should forward its comments thereon to the Secretariat of the League of Nations. The Secretariat will co-ordinate the replies received and submit them as a whole to the French Government, requesting it, on behalf of the Council, in view of the initiative taken by that Government in 1910, to convene a new conference under the auspices of the League, to be held at Geneva about the time of the fourth Assembly and to be composed of plenipotentiaries empowered to draw up the text of a new convention and to sign such a convention.

TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

1. *The Assembly* being convinced that the most practical means of exercising control over the traffic in dangerous drugs is by means of the import and export certificate system, and believing that only international action can make this system a success, urges on all Governments the vital necessity of adopting this import and export certificate system without delay.

2. The Assembly inclines to the view that the Governments which are 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 applies, from any country which has not yet ratified and put into force the Convention, and adopted the system for the control of exports and imports approved by the second Assembly in paragraph 1 (3) of the resolution adopted on September 30th, 1921, and previously approved by the Council on June 28th, 1921. The Assembly considers this question important and urgent, but, recognising the complicated and technical character of the issues involved, it is of opinion that the matter should be examined in detail by the Advisory Committee on Traffic in Opium, before any definite action is taken. It therefore requests the Council to convene a meeting of the Advisory Committee, as soon as possible, to study the question, and should that Committee report in favour of the proposal, the Council is asked to act at the earliest possible date on the recommendations of the Advisory Committee in the form approved by the Council, and without further reference to the Assembly if the Council considers such reference unnecessary.

3. The Assembly, being of the opinion that the first step necessary in limiting the world's supply of dangerous drugs to legitimate uses is a knowledge of the amount of drugs required by each country for internal consumption, urges the Governments to supply the returns asked for with the least possible delay and with the greatest accuracy in their power. The various Governments should, with a view to allowing comparison to be made, state clearly the system adopted in arriving at the estimate, and should supply a secondary statement showing estimated consumption per 100,000 inhabitants.

4. The Assembly of the League of Nations again desires to emphasise the view expressed in the report of the Advisory Committee that so long as the drugs to which Part III, particularly Article 9, of the Opium Convention applies are produced in quantities exceeding the legitimate requirements, there is a great danger that the surplus will find its way into illegitimate channels, and that the control of production, so as to limit it to the amount required for medical and legitimate purposes, is the most effective method of putting a stop to the illicit traffic. It recommends that the enquiry now proceeding into the world's legitimate requirements should be pressed forward as rapidly as possible, and expresses the hope that a provisional estimate and scheme will be submitted to the Assembly next year.

5. The Assembly, convinced of the urgent necessity of securing the fullest possible co-operation in the work of the Advisory Committee on Traffic in Opium and other dangerous drugs, and considering the fact that the United States of America is one of the most important manufacturing and importing countries, recommends to the Council of the League that it should address a pressing invitation to the Government of the United States to nominate a member to serve on the Committee.

SLAVERY

The Assembly decides that the question of slavery shall be included in the agenda of the fourth Assembly and requests the Council to present to the fourth Assembly a report on the information which it shall have received on the matter.

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I. Summary of the Month

The most important work of the League of Nations for October was the final settlement by the Council of the plan for the restoration of Austria and the carrying forward towards execution of a number of resolutions of the Assembly.

The Austrian plan was concluded at a public session of the Council of October 4, when detailed arrangements were announced for maintaining the independence of Austria, for effecting the necessary internal reforms and for raising a foreign loan. Shortly afterwards, a small delegation representing the Financial Commission of the League went to Vienna and entered into contact with the Austrian Government.

The Council also took several necessary steps towards executing the decisions of the Assembly. Certain decisions were taken as regards the disarmament programme, notably that of sending to all Members of the League for their comments the general plan for a Treaty of Guarantee. The necessary letters were also sent out as regards the Opium Traffic and Obscene Literature, and other steps taken regarding intellectual co-operation.

In the political field the Council, on the proposal of the British and French representatives, agreed to ask the Permanent Court of International Justice for an advisory opinion on the French nationality Decrees in Tunis and Marocco, a question on which the two Governments had hitherto been unable to reach agreement. The Commission to be set up under the Palestine Mandate for safeguarding the Holy Places was discussed at length by the Council, but without definite agreement and with the result that the Governments have been asked once more to study all the angles of this question.

At the same time the British Government forwarded to the League its new Treaty with the Kingdom of Iraq, together with the statement of the British Commissioner-General at Bagdad and other information to the effect that Britain had made this Treaty in the light of her obligations as a Mandatory Power, and had agreed to support the admission of Iraq to Membership in the League of Nations.

The first exchange of sanitary personnel was initiated at Brussels when representatives of nine Health Administrations came together for a month's study. This exchange, it will be remembered, has been worked out in connection with the financial aid of the Rockefeller Foundation.

The question of Refugees in Asia Minor became a pressing one with reports from Dr. Nansen at Constantinople to the effect that over 750,000 refugees were without proper food and clothing. Several States in addition to those already announced offered financial or other contributions during the month, Brazil giving £ 1000, and Italy and Belgium hospital supplies and tents.

An interesting Report was received from the Greco-Bulgarian Inter-Emigration Commission, showing that most of the practical difficulties before the interchange of appreciable numbers of refugees and minorities had now been overcome, and that the interchange itself may begin shortly.

There was also published during the month a long Report on the economic conditions in Russia, especially as regards agriculture, which had been brought together in consequence of the Norwegian request for a Committee of Investigation into Russia, and which was based on the confidential reports of many Governments and Relief Agencies, as well as the reports of the Soviet Government. The Report on the Financial and Economic Situation in Albania, which grew out of Albania's request to the League for a Financial Adviser, was also completed during the month.

II. General Questions

I. AMENDMENTS TO THE COVENANT

At its meeting on October 4th, the Council, in accordance with the resolution adopted by the third Assembly, authorised the Secretary-General to address a letter on its behalf to the Members of the League, requesting them to proceed urgently to the ratification of the amendment to Article IV of the Covenant regarding the non-permanent Council Members and the amendment to the last paragraph of Article VI, giving the Assembly power to allocate the expenses of the League. The Council also drew attention to the desirability of ratifying *all* amendments.

The Bulgarian Government has deposited the instruments of ratification of the protocols of all the amendments to the Covenant adopted by the second Assembly. Siam has ratified a certain number of amendments.

2. REGISTRATION AND RATIFICATION

During the last two months twenty-eight treaties and international agreements were presented for registration with the Secretariat of the League.

The Roumanian, Serb-Croat-Slovene and Czechoslovakian delegations to the Assembly presented for registration the international engagement undertaken by Hungary in connection with the Hapsburg dynasty.

The declaration of the British, French, Italian and Japanese Governments regarding Albania, which was signed at Paris on November 9th, 1921, was registered with the Secretariat by the Conference of Ambassadors.

The Austrian Protocols (Geneva, October 4th, 1922) were also registered. The Swiss Government registered a treaty of arbitration and conciliation concluded with Germany on December 3rd, 1921, at Berne, and a commercial Convention with Poland, done at Warsaw on June 26th, 1922. The British Government presented for registration an exchange of notes concerning the application to Canada of the Anglo-Russian Commercial Agreement of March 16th, 1922.

3. REDUCTION OF ARMAMENTS

At its meeting on October 4th the Council examined the resolutions passed by the Assembly on the subject of the Reduction of Armaments. It decided to extend, for a year, the mandate of the Temporary Mixed Commission for the Reduction of Armaments and instructed the Secretary-General to collect the necessary information to enable the Council at its next meeting to study the steps to be taken on two of the Assembly's resolutions. One of these asks the Council to consider the desirability of summoning at an opportune moment, a Conference of Members of the League, with the object of giving the form of a convention to an international agreement on the Control of Private Manufacture of Arms. The other concerns the method of co-operation to be established with the government of the United States of America for the purpose of ensuring control of the international traffic in arms.

The Council adjourned until its next meeting the consideration of two other resolutions—one inviting the Council to recommend Members of the League and other States to adhere to the Treaty of Washington on the use of asphyxiating gases and of submarines in time of war, and on other similar questions; the other, recommending the Council to summon, as soon as possible, an international conference to consider the extension to all non-signatory Powers of the principles of the Treaty of Washington on the limitation of naval armaments.

The Council took note of the hope expressed by the Assembly that the Governments concerned would arrive, as soon as possible, at a general settlement of the problem of reparations and intergovernmental debts as a necessary stage in achieving an atmosphere of mutual confidence which is the essential preliminary to disarmament. The Assembly also invited the Council to give its constant attention to all efforts made in this direction.

The Council transmitted to the Temporary Mixed Commission and the Permanent Advisory Commission for Military, Naval and Air Questions, the other resolutions passed by the Assembly, together with the report by the Third Commission of the Assembly. At the same time it decided, if necessary, to give instructions during the course of its next meeting to these two Commissions regarding the resolutions transmitted to them.

The President was requested to inform the Governments of the proposals for a Treaty of Mutual Guarantee in order that their views on the subject might be obtained.

III. Technical Organisations

1. THE PROVISIONAL HEALTH ORGANISATION

a) Interchange of Public Health Personnel

The first interchange of public health personnel organised by the League of Nations, with the help of financial support from the Rockefeller Foundation (1), was begun in Brussels on October 9th. Twenty-two medical officers are taking part, and eight countries are represented, namely, Belgium, Bulgaria, Czechoslovakia, Italy, Poland, Russia, the Serb-Croat-Slovene State and the Ukraine.

The object of this scheme for the interchange of public health officers is to develop the spirit of international collaboration in the Health Administrations of the various countries by means of establishing direct relations between the officials. Up to now certain of the principal authorities on public health may have met once or twice a year, but there has been no opportunity for contact between the various staffs. It is, of course, of the greatest value that health officers should be kept informed as to the practical solutions discovered in the various countries for all sanitary problems as well as to the working of the public health departments. It is only by close co-operation of this kind that the international service of public health can be promoted, and it is with this end in view that the scheme of interchanging public health staffs has been formed by the League of Nations.

The way in which the interchange is carried out at present is that a certain number of health officers, chosen by their own Governments, are sent to a specified country where they have courses of instruction, attend lectures and have the benefit of practical training.

The courses of instruction deal with the general and sanitary legislation of the country and with the nature of its political, civil, social, and sanitary organisation; also with the state of public opinion on health problems and with the work of the various public health departments. The lectures deal with special health problems and are illustrated by visits of inspection to private and public sanitary institutions. The practical experience then follows, which is the most important part of all. The foreign officials are distributed among the various health departments where they share the experience of their colleagues, accompany them on their tours of inspection, and join in their office work and technical consultations. It may be seen, therefore, that the system of interchange is of an essentially practical nature. The actual conditions are studied on the spot where the legislation in question has evolved.

In order that the maximum of benefits may be derived from the experience, the delegates are expected to meet before they leave and give their reasoned opinions on the arrangements for the exchange and on the results obtained by themselves while taking advantage of the scheme.

This is the programme at present, but it is possible that once the scheme has been tried at Brussels, it may be found advisable to make certain changes.

Up to the present, the officials who are taking part have attended lectures on international measures for the prevention of disease, on health in-

(1) See Monthly Summary, 1912, No. 7, p. 150, No. 8, p. 180.

spection, especially medical inspection of schools, on the housing problem, the training of nurses, and the campaign against venereal diseases and tuberculosis in Belgium.

They have also visited training colleges for nurses, public educational institutions fitted up with baths, dispensaries, hospitals, and the quarantine station at Doel; and from October 29th onwards they have accompanied the health inspectors of the Belgian Government and acquired practical experience of their work.

b) Periodical Reports of the Health Section

Recent reports on the epidemiological situation in Central and Eastern Europe, published by the Health Section of the League on October 4th and 13th, shew the following returns:

Russia and the Ukraine. — 301 fresh cases of cholera (224 confirmed and 77 suspected) were notified during the first week of September. These data are probably incomplete as the returns from the Ukraine are not yet available. The cases are reported from the Government of Kuban, Turkestan and the Caucasus.

The epidemiological report of October 4th gives information regarding the first Ukrainian Sanitary Conference, which was held at Kharkov in the first week of August. From reports presented at the Conference it appears that this year's cholera epidemic was responsible for more cases than any other outbreak during the last ten years. The number of cases notified was half as high again as in 1921. The cases notified in the Ukraine represent 62.2 % of those reported in Russia in Europe and 47.8 % of the registered total in the entire Russian Federation. The outbreak of the epidemic, the anti-epidemic measures taken and the difficulties met with in combating the scourge were discussed at the Conference, which was of opinion that a recurrence of the cholera epidemic might be expected in 1923.

According to a report received by the Epidemic Commission, which is summarised in the epidemiological report of October 13th, the cholera epidemic in Odessa is on the wane. Details are given of the main features of the outbreak.

At Kherson the situation in July last was still extremely serious, the death-rate being ten times higher than the pre-war level. This city, once the chief town of the Government, is almost abandoned. In the surrounding district, however, the epidemic seems to have ceased.

Poland. — The publication of the special cholera bulletin of the Polish Health Ministry has been discontinued, as, during the fortnight ending September 9th, no fresh cholera case and no death from this disease were reported.

Returns for the six weeks ending August 26th shew 1144 typhus cases and 2116 cases of recurrent fever.

39 cases of encephalitis lethargica were notified in Warsaw from July 1st to September 16th.

Other Countries. — The epidemiological reports also furnish data on the epidemiological situation in Esthonia, Latvia, Lithuania, Finland, the Free City of Danzig, the Serb-Croat-Slovene State, Bulgaria and Constantinople.

2. THE ECONOMIC AND FINANCIAL ORGANISATION

a) The Austrian Scheme

1. *The resolution of the Council.* — The final terms of the League of Nations scheme for the financial restoration of Austria received unanimous approval at a public meeting of the Council held in Geneva, on October 2.

Three protocols were signed. The first aims to assure the status of Austria as an independent state; the second contains the provisions for the guarantee of loans by the governments of Great Britain, France, Italy and Czechoslovakia, the appointment by the Council of a Commissioner-General, and the creation of a Commission of Control composed of representatives of the guaranteeing Powers; the third sets out the obligations of the Austrian Government.

Lord Balfour, as chairman of the Council Committee which worked out the details of the plan, explained the general character of the conclusions arrived at, and the other members of the Council declared their adhesion to the scheme. They were followed by the Austrian Chancellor, who expressed Austria's thanks for the work that had been accomplished.

The full texts of the three protocols, the report of the Financial Committee of the League, a general account of the scheme and the speeches delivered at the meeting of the Council are contained in a special supplement of the Monthly Summary devoted to the Austrian question.

2. The Council Delegation at Vienna. — During the past month the League took the first steps towards putting into practice the scheme for the financial restoration of Austria which was approved by the Council at its session of October 4th.

Under the second article of the third Protocol

"the Austrian Government will, within one month, in collaboration either with the Commissioner-General... or with such provisional delegation of the Council of the League of Nations as may be appointed for the purpose, draw up a programme of reforms and improvement to be realised by stages and designed to enable Austria to re-establish a permanent equilibrium of her budget within two years..."

Pending the nomination of the Commissioner-General, a provisional delegation of the Council was sent to Vienna. The delegation is composed of a president, M. Janssen (Belgium) and six members: M. Avenol (France), M. Ferraris (Italy), M. Niemeyer (England), M. Pospisil (Czechoslovakia), M. Sarazin (Switzerland) and Sir Henry Strakosch (South Africa), all of whom are members of the League Financial Committee; it will assist the Austrian Government to draw up, as soon as possible, the programme of reforms and improvement provided for by article 2.

On October 18th, the delegation was officially received by the Austrian Chancellor, Monsignor Seipel, who explained the parliamentary negotiations in course regarding the Geneva Conventions, the measures taken by the Government to establish promptly a programme of reforms and other special provisions contained in the Protocols. In his answering speech M. Janssen made a statement to the effect that the members of the delegation wished to emphasise that they did not separately represent their respective Governments or political parties, but were emissaries of the League of Nations and responsible to that body.

The President of the Austrian Republic, M. Hainisch, received the delegation on October 24th, on which occasion M. Janssen drew attention to the necessity of the Austrian Government's promptly taking

"all measures in its power to reduce its deficit, in accordance with the engagements entered upon at Geneva. In so doing, a twofold end would be achieved: 1) Austria's credit would be improved, a fact which would promote loan operations in the intermediate period, at the same time furnishing a primary element of stabilisation of Austrian currency; 2) the Guarantor States would be better able to justify before their respective

Parliaments their demand for the ratification of guarantees, if they could append to their statement texts of laws voted by the Austrian Parliament in execution of the Geneva Conventions and the measures taken to reduce the budgetary deficit."

M. Hainisch assured the delegation that "the Austrian people, its Parliament and its Government would do their utmost to co-operate with the delegation in the work undertaken by the League."

On October 25th, the Austrian Government, in agreement with the delegation, presented to Parliament a bill designed to authorise the loan operations necessary for State requirements until the end of the year without having recourse to new issues of paper money.

b) The economic and financial Situation in Albania

The report of Professor Albert Calmès (Luxembourg) on the financial and economic situation of Albania, prepared for the Financial Committee of the League has now been submitted to the Council and published. The Council has decided as a matter of urgency to arrange by telegraph for the appointment of a financial adviser without waiting till its next meeting.

Professor Calmès, after noting the improvement in the internal political situation and the foreign relations of Albania, says that despite the stormy history of the last thirteen years of incessant risings and wars, Albania emerged comparatively unharmed. This was chiefly owing to the fact that her people refused to accept any foreign paper money and amassed gold and silver during the world war, with the result that Albania is to-day one of the few countries enjoying a metal currency on an effective gold basis.

The economic life of Albania depends upon her agricultural production, but her economic system and methods of cultivation are primitive. Ploughs with wooden shares are used and the furrow is seldom more than twenty centimetres deep. The use of manures and artificial fertilisers is unknown and farmers are ignorant of the system of rotation of crops. Albania is compelled to import food-stuffs which she could quite well cultivate herself, and some striking examples are given of the consequences of lack of communications. Scutari exports its surplus skins to Italy, and Argyrokastron must go to Italy to buy them. Valona exports oil to Italy for Scutari to reimport into Albania. These districts have certain means of communications with Italy but none with each other. The Government is aware of these needs and has introduced a system of forced labour on the roads for in six days the year. It has also introduced measures for improving methods of farming. Albania has no normal gauge railway but possesses some narrow gauge light railways which are, however, in need of repair.

Albania has large State domains, currency based on a gold standard a sober and intelligent population open to progress, forests and mineral wealth, uncultivated but fertile lands, and a State budget which, without being remarkably good, does not resemble budgets with large deficits so frequent in Europe (the deficit in 1921 was 2½ million gold francs). But on the other hand there are the results of five centuries of governmental incapacity, an uneducated and sparse population, few or no roads, rudimentary public education, no newspapers, no credits, no banks, inadequate production and an alarming balance of trade (the deficit in 1921 was 15½ million gold francs).

The general remedy prescribed by Professor Calmès is production. The country possesses all the necessary elements for becoming a prosperous state, but its wealth exists only in a latent form, and must be exploited. Albania's task is formidable and her most urgent problems are the making of roads, the development of agriculture, together with the draining of marshes and the

campaign against malaria; the establishment of a bank of issue; and prospecting for mineral wealth, especially coal and petroleum. Professor Calmès estimates that sixty million gold francs will be necessary for the construction of roads, fifty million for the draining of marshes and ten to fifteen million for the establishment of a bank of issue. Capital is hoarded in gold by the man who can only save a little as well as by the millionaire, with the result that Albania possesses a large stock of precious metals valued by some at fifty million and by others at 100 million gold francs, besides gold invested in jewelry. This capital which, if put to use, would be sufficient to place Albania on the road to progress, is hidden through lack of confidence. The best way to create confidence would be the establishment of a bank directed by foreigners.

The expenditure on the draining of marshes would be profitable employment of capital for which the State might offer to private companies for a certain number of years concessions for the exploitation of State lands, if the companies undertook to carry out the necessary draining and sanitation work. The State alone could assume the burden of expenditure on roads which is not strictly productive of revenue, and Professor Calmès says a foreign loan is highly desirable to enable Albania to hasten on the construction of indispensable road-ways. If this loan is not forthcoming Albania could employ budget credits allocated to public works and supplement them by the partial transformation of military service into service on public works. The draining of marshes might also be undertaken by troops, and Professor Calmès believes public opinion would readily adopt this solution.

A loan would certainly hasten Albania's economic development, and would contribute to securing political stability in the Balkans, but Albania would do well to rely rather on her own resources. The country is far from being devoid of capital and when a bank has been established—an institution which Albania needs most, and which would be most profitable for those who undertook it—possibilities of credit will not be slow to open both at home and abroad. Professor Calmès concludes by drawing attention to the fact that credit means confidence and that there is no confidence without security. Security from without is guaranteed to Albania by the League of Nations. Security from within depends solely on the Albanians themselves.

c) Famine and agricultural Conditions in Russia (1)

The report on famine and agricultural conditions in Russia prepared at the request of the Council by the Secretariat with the valuable assistance of the International Labour Office will be published at the beginning of November. In some 73 pages (supplemented by a further 100 pages of Appendices) it gives a picture not only of the famine of the last year but also of Russian agriculture before and during the war and since the revolution, of the work of the relief organisations, and of the present situation.

Sources of Information. — The report is based upon official statistics and publications of the Soviet Government, upon information in the possession of a number of other governments which has been supplied to the League for the purpose, upon reports from relief agencies, and upon statements of individual observers and travellers. Of these the first has been much the most important.

In essence, therefore, the Report, as any report prepared in existing circumstances must be, is based upon official statistics and statements of the Russian Government. These are necessarily seriously defective.

(1) Economic Conditions in Russia: with special reference to the Famine in 1921.

"Even before the war, information about Russian agriculture, though fairly comprehensive, contained a more than usually large element of estimation owing to the enormous extent of its territory and the illiteracy of the great majority of its population. But these defects have been immensely magnified by the revolution and the civil wars. Large numbers of the population have been in a state of migration, the territory within the control of the Central Government has constantly changed, while the personnel of the administration has been largely replaced. The defects in the existing data about Russia are inherent in the conditions, and it is extremely doubtful whether any enquiry into the situation would be able to tap any important new sources of information. On the other hand, there are many ambiguities and contradictions in the data which reach Western Europe which could only be resolved by enquiry in Russia. Such an enquiry would be a safeguard against the very real danger of putting false interpretation on inadequate data, but to be effective such investigation would necessarily be very prolonged".

Extent of the Famine. — "The Russian Famine of 1921-22 is the worst, both as regards the numbers affected and as regards mortality from starvation and disease, which has occurred".

The famine area comprises 20 provinces out of 79 and a population of 20—24 millions out of 115. The estimates of mortality vary from an excess mortality of $1\frac{1}{4}$ millions due to both famine and disease, 2—3 millions from starvation alone. These figures compare with the official estimate of $1\frac{1}{4}$ millions of excess mortality in the great Indian Famine in 1900. Unhappily, the area struck by the famine included some of the chief grainproducing provinces of the Middle and Lower Volga and Eastern Russia and the southern provinces of the Ukraine.

Causes of the Famine. — "The famine was due to a combination of a number of economic causes and of an exceptionally severe drought. Already before the famine, nearly half the arable land had gone out of cultivation; and even on the remainder the yield had fallen, the total harvest in 1920 being only 43% of the pre-war harvest."

The proportionate reduction in individual consumption was not, of course, as great as this. Export (which used to amount to one-sixth of the total) ceased; the population had already diminished through the war, emigration and epidemics, by about 8%. Moreover, the quantities consumed by cattle and used for vodka were never considerably reduced (before the war the Russian

"exported his wheat, used his barley for making vodka, fed his cattle with his oats, and lived upon his rye").

But with every allowance for these factors it is clear that the standard of human consumption had already fallen immensely by 1920.

"The main influences in this decline were:

1. *Lack of machinery, implements and draught animals.* — Certain classes of implements were formerly imported in large quantities, but the trade was interrupted by the war, by the ensuing blockade, and by the economic revolution which made trade between Russia and Europe impossible. The loss in cattle which also started with army needs during the world war, was part cause and part consequence of Russia's rapid agricultural impoverishment.

2. *The revolution in Land Tenure.* — The confiscation of the proprietor's estates, the restoration of the "commune" in villages where the enclosure movement had begun to establish privately owned farmsteads and in many

cases the division of land of wealthier peasants among the landless peasants or emigrants from the towns, means retrogression to the least progressive methods of agriculture; and together with the ravages of insects and the deterioration of seed corn is responsible for the falling yield from the area actually sown.

3. *The breach between town and country.* — The breakdown of industry in the early days of the Revolution and the depreciation of the rouble meant that there were neither manufactured goods nor a reliable currency to offer the peasant in exchange for his surplus which he, therefore, withheld from market; and as these conditions persisted he began to reduce his production.

4. *The Requisitions and the Food Taxes.* — The Government being compelled to secure food for the Army and to keep the industrial workers from famine was constrained to resort to compulsory measures to secure grain from the peasant, as these requisitions unlike those of the pensions government were based on the principle that all production in excess of minimum food requirements belonged to the state who would make itself responsible for meeting any other needs of the peasant, the plan finally removed any inducement he may have had to produce a surplus over his own requirements.

A most drastic reduction of agricultural output would have had comparatively little effect if it had occurred for one year only in Russia fifty years ago; for it was the custom for the peasantry to insure against the variations of nature by hoarding at least a year's supply of grain. But this practice had been less observed in recent years as transport made it possible for a local shortage to be met from other sources. Moreover, in 1921 stocks had been depleted by requisitions, seizures in the Civil War and by continued shrinkage of production year by year; while the situation was rendered far more dangerous by the fact that the population had increased $2\frac{1}{2}$ fold in 60 years, while the cultivated area in the hands of the peasants had hardly increased at all."

Effect of the Drought. — "In the famine provinces the average yield per desyatin (= 2.7 acres or 1.1 hectares) fell from 42 poods (1 pood = 36 lbs. or 16.4 kilos) before the war, and 25 poods in 1920, to 11 poods only. The meaning of this figure is clear when it is realised that, taking all kinds of cereals, roughly 8 poods per desyatin are needed for seed. Over large areas the total yield was insufficient to supply the seed needed for the next year and in many cases it was not possible to gather any harvest at all. In the spring of 1922 it was stated in an appeal to the American nation that if help were not forthcoming, 15 million persons would be condemned to death by starvation; and through the organised feeding on famine rations by the Soviet agencies and by the American and European relief missions of over 7 million people in April, rising to 12 million in July, has prevented a catastrophe on so great a scale, the inhabitants of these provinces who have survived have been impoverished by the sale of goods for food and by the loss of their cattle and have been weakened by underfeeding and disease. As is always the case in very severe famines, there was considerable emigration from the famine area; while the mortality has left a large number of orphans who will become a charge upon the state or upon private charity."

The fact that the average yield outside the area was better than in the previous year did little to help the conditions within it, for the actual area under cultivation had again diminished. Food was not more than sufficient even in the non-famine area. Above all, with demoralised transport, largely due to the collapse of her fuel industry, each port of Russia is almost entirely left

to its own resources, and is deprived of those means of combating local shortages which in the developed communities of the modern world are afforded by transport, credit, or the control of economic resources by the Government.

Relation of agriculture and industry. — "The entire disappearance of any agricultural surplus, one of the original causes of which was the suspension of industrial production after the revolution, is now one of the main obstacles to industry. The peasant reduced his cultivation when he found that he could not obtain industrial products in exchange for his surplus; and now even when these industrial products, of which he is in the most urgent need, can be available, he has no surplus to give in return for them. The possibility of any reasonable exchange between the products of industry and of agriculture has thus, for the time being, disappeared. The new Economic Policy has undoubtedly had a remarkable effect in restoring some signs of life in commerce, more freedom of travel etc. The reawakening of town life in particular has produced a marked change in Moscow and the large towns where conditions of living have become more tolerable. But the disordered conditions of the currency and of prices persist and it is not yet clear what success will attend the new conditions of industrial enterprise. For the moment there is little evidence of increasing output in the staple industries, still less in agriculture, while foreign commerce is not yet free."

Present situation. — "The yield of the harvest of 1922 has fortunately been much better than that of 1921, though by no means to the extent anticipated in the early summer. But the lack of draught cattle and, in spite of all relief efforts, the insufficiency of seed-corn has with other influences produced a further shrinkage of the cultivated area; and even the Soviet Government estimates do not show a total crop much in excess of these. It is, moreover, particularly serious that the shrinkage continues in the outlying parts of Russia, which might, in other circumstances, have contributed to the needs of the famine areas."

The evidence as to the present situation, however, is too complicated and conflicting to admit of a short summary without danger of misinterpretation. It will be best, therefore, to conclude by quoting the last paragraph of the Report.

"For the present year, even if the current estimates of the Government are fulfilled, the famine areas present a problem of the greatest difficulty. As has already been indicated, one of the after-effects of famines is the large number of orphans who become dependent upon State or private charity, and this problem may perhaps have been intensified by the fact that at the outset special efforts were made to save the children; and though during the last four or five months all the relief agencies have added adult feeding to their activities, the problem of the orphans will remain a very great one for many years throughout this part of Russia. Again, universal impoverishment, both as regards personal effects which are sold for food, lack of implements of agriculture and means of obtaining seed-corn and cattle, always mean that State assistance is needed for some years to come, and this need has been greatly accentuated by the deplorable conditions of Russia prior to the famine. This impoverishment also means that conditions continue which are undoubtedly favourable to the spread of epidemics. It is for these reasons that the American organisation proposes to continue its medical relief and its work for the care of orphans, while many of the organisations associated with Dr. Nansen's Commissariat have similarly decided to continue their operations."

3. COMMITTEE ON INTELLECTUAL CO-OPERATION

In order to promote the Committee's investigation of the conditions of intellectual life in countries where its continuance is especially imperilled, the Council, at its session of October 4th, authorised the Committee to appoint an Austrian correspondent to keep it informed of the needs of intellectual life in his country. The Council also authorised the Committee to appeal on Austria's behalf to learned institutions and associations of all countries. It further invited the Committee to present more detailed proposals concerning local institutions to be selected in various countries to report to the Committee on the more urgent needs of scholars and learned bodies, more especially as regards the exchange of books and instruments of research.

Finally, the Council instructed its President to appeal to all countries which have not as yet accepted the Conventions on the international exchange of publications (Brussels 1886) to give their adhesion thereto.

IV. Administrative Questions

I. DANZIG

a) The American Relief Administration at Danzig

At its meeting of October 2nd the Council, at the suggestion of General Haking, and on the occasion of the closing down of the work in Danzig of the American Relief Administration (European Children's Fund), requested the Secretary-General to express the gratitude of the League of Nations to that Administration for the relief given to Danzig children during the past three and a half years.

b) Foreign loans for Danzig

The High Commissioner has recently given three decisions on important Danzig questions.

The first, dated August 22nd, 1922, concerns Article 7 of the Danzig-Polish Treaty of November 9th, 1920, which provides that the Free City may not contract foreign loans except after previous consultation with the Polish Government. The Danzig Government requested the High Commissioner to decide whether a foreign loan contracted by a municipality or other public body of Danzig was a loan within the meaning of this Article. The High Commissioner held that, though it was easy to separate a public body like the municipality of Danzig from the State, so far as any internal affairs were concerned, it was difficult to do so when it was a question of foreign relations. He therefore decided that a foreign loan negotiated by a municipality or any similar organisation of the State comes within the terms of that Article.

c) The Polish diplomatic representative

The second decision, dated August 23rd, 1922, concerns the competence of the Polish diplomatic representative of Danzig, including the right of the Polish Government to welcome foreign fleets officially in Danzig. The High Commissioner decided that the competence of the Polish diplomatic representative was limited by Article 1 of the Polish-Danzig Treaty; that the Polish Government had not the right, either through its diplomatic representative in Danzig or in any other way, to welcome officially in Danzig waters or on Danzig soil a foreign fleet visiting the Free City, but that, if the Polish Government wished to welcome a foreign fleet in Danzig, the Danzig Government should be approached, not as a Polish right, but as a Polish request.

d) Representation of the Free City

The third decision, dated August 24th, 1922, concerns the representation of the Free City at International Conferences. The High Commissioner held

that under the terms of the Treaty of Versailles and of the November Treaty, Danzig had not the right of separate representation and separate vote at International Conferences, but that she had the right to send one or more delegates to such conferences and that these delegates, while not having the right of independent vote, would be permitted to take part in any discussions of an economic nature which affected the well-being and prosperity of the Free City. He added that the terms of his decision concerning the conduct by Poland of the foreign relations of Danzig, dated December 27th, 1921 (see a Monthly Summary, No. 9, 1921, p. 200), and the agreement subsequent thereto, should apply to this matter, and that nothing in his decision should interfere with the rights of the Council or Assembly of the League to authorise representation by Danzig in international gatherings.

e) Polish War Material

Negotiations have been going on in Danzig with regard to the execution of the High Commissioner's decision concerning the Polish Depot for War Material and Explosives. (See Monthly Summary No. 4, 1922, p. 78.) On October 17th, the High Commissioner reported that Danzig and Poland had agreed that as the Harbour Board was deriving considerable income from letting the ground allotted to Poland, the Harbour Board could continue to let the ground, and that Poland would give as long notice as possible when she required the whole or any part of it.

2. MIXED COMMISSION RESPECTING RECIPROCAL AND VOLUNTARY EMIGRATION BETWEEN GREECE AND BULGARIA

The Mixed Commission on Greco-Bulgarian emigration was constituted in accordance with the Greco-Bulgarian Convention regarding reciprocal emigration, signed at Neuilly s/Seine on November 27th, 1919. The Commission consists of four members; a delegate of the Bulgarian Government, a delegate of the Greek Government and two members appointed by the Council of the League.

The object of the Convention is to regulate the reciprocal and voluntary emigration between Greece and Bulgaria of racial, religious and linguistic minorities and to assist such emigration in various ways, particularly by guaranteeing to emigrants compensation for real estate which they leave behind. At the same time, the Convention deals with persons who formerly belonged to these minorities and emigrated to the country to which they were bound by racial, religious or linguistic ties before it came into operation. It guarantees them the right to the present value of the property left by them in the country from which they emigrated.

Generally speaking, the duties of the Mixed Commission are to supervise and facilitate this emigration. It determines the methods to be adopted and is responsible for the liquidation of the property of persons who are emigrating or have emigrated.

The Mixed Commission, which entered upon its duties in December, 1920, has addressed to the Secretary-General a report on the progress of its work.

The practical application of the emigration Convention has required extensive preliminary work to render possible, from a legislative and financial point of view, the exercise of the rights arising from it. The Commission had to determine the interpretation of the Convention and to draw up, on this basis, detailed regulations for its application. The Greek and Bulgarian Governments had then to take the necessary legislative measures to render possible, in their respective territories, the exercise of the rights which the Commission decided were derived from the Convention and to give force of law to the regulations drawn up by it. The principal legislative measure of this nature necessarily consisted in the abrogation of the exceptional measures taken against the property of emigrants and refugees.

The report points out that the different negotiations are now so well advanced that only a few differences on matters of detail remain, which will be settled immediately by friendly agreement or by a decision of the Commission. The report states that there is every reason to hope that the Emigration Convention of Neuilly will at last be carried into practical effect.

The application of the Convention will benefit three classes of persons: it will allow of the emigration of such racial minorities as still remain; the Greeks state that about thirty thousand of their compatriots will leave Bulgaria. At the same time the Convention will enable a certain number of Bulgarians settled in Greece to rejoin the heads of their families, who had fled to Bulgaria; up to now this was impossible.

It will allow refugees who wish to settle definitely in the country with which they are connected by race and who have at different dates between 1900 and 1920 lost the right of disposal over property left by them in their country of origin to recover such property or its equivalent value.

Finally, the application of the Convention will benefit those Bulgarian refugees who do not desire to avail themselves of its provisions and who hope to return one day to their homes, in accordance with the Treaty regarding minorities in Greece; the Mixed Commission has been able to persuade the Greek Government to return their property to these refugees, as in the case of refugees stating that they have definitely emigrated. According to Government statistics the number of persons included in these two categories is some thirty thousand Greeks and one hundred and fifty or two hundred thousand Bulgarians (1).

The report concludes with a statement to the effect that the beginning of the practical application of the Convention will doubtless mark the end of the period of the Mixed Commission's greatest difficulties. The enforcement of the Convention will signify that a whole series of definite results has been attained: it will show furthermore, that, even where prejudices on both sides were exceedingly strong, a friendly agreement has been possible between the two Governments and that sane, honest and even generous ideas have carried the day.

3. MANDATES

a) Protection of the Holy Places

At the Meeting of the Council in London last July when the Palestine Mandate was approved, the British Government agreed to submit a new project for the Commission on the Holy Places provided for in Article 14. In conformity with that agreement, Lord Balfour presented to the recent Council Meeting in Geneva a plan which he hoped would rally the support of all the religious and national interests concerned in that very difficult problem. After discussion with his colleagues in the Council, however, Lord Balfour, in the session of October 4th, made a general statement that, as unfortunately this project had met with disfavour from those who represented Catholic opinion throughout the world, had not commanded the general assent of his colleagues in the Council, the British Government did not wish to press it further.

Lord Balfour then pointed out that he had hoped that some scheme acceptable to all religious interests might be arrived at by common consent, but unfortunately agreement had not been reached between these of his colleagues on the Council who represented countries in which the great majority of Christians are Catholics. He declared that the Mandatory Power had the duty of seeing that justice is done between Catholic and Orthodox, Orthodox and

(1) As the Treaty of Sèvres and the Treaty relating to Thrace, concluded on August 10th, 1920 at Sèvres by the Principal Allied Powers and Greece, have not been ratified, the Commission has not considered Thrace as Greek territory and has not applied the Convention thereto.

Jew, Christian and Moslems, indeed between all religious interests who have for centuries disputed over questions of the management, ritual, times, and seasons of the ceremonies connected with those ancient and sacred Places. He laid particular stress on the position of the Orthodox Church, which, though embracing very large populations and having been ardently interested in the Holy Places for centuries, has no State of its faith on the Council and but few of its faith in the League itself.

Lord Balfour concluded by stating that the Mandatory Power was most anxious to arrive at a solution of the problem of the Commission for the Holy Places. He asked for the co-operation of his colleagues to effect a solution of their own difficulties, and to assist in bringing about a general agreement which shall be regarded as equitable by opinion all over the world, whether it be Orthodox, Catholic, Protestant or indifferent to all those religions.

M. Hanotaux (France) agreed that the question should be adjourned for study by the interested Governments and that the first stage should be to reach agreement among the Catholic Powers and then between the Catholic and Orthodox.

M. Quiñones de León (Spain) and the Marquis Imperiali (Italy) agreed to inform their Governments of Lord Balfour's declaration and expressed the conviction that their Governments would make every effort to suggest a scheme which might form a basis for the further consideration of the Council.

b) Treaty between Great Britain and Iraq

The British Government on October 11th communicated to the Secretariat of the League of Nations the text of the Treaty between Great Britain and Iraq signed on October 10th, 1922, together with a copy of the announcement by the British High Commissioner at Bagdad on behalf of the British Government which is to accompany the publication of the Treaty in Iraq.

a) British Declaration. — The British Government in forwarding these documents drew attention to the statement made by Mr. Fisher on behalf of the Government at a meeting of the Council of the League on November 17th, 1921. In this declaration, published in the "Monthly Summary" of December 1921, Mr. Fisher explained that the overwhelming desire of the people of Iraq for the formation of a national Government under an Arab ruler had led the British Government to the conclusion that their obligations vis-à-vis the League could best be discharged in the form of a Treaty between Britain and Iraq. The Treaty would serve merely to regulate the relations between the Government, as mandatory Power, and the Government of Iraq, and was not intended as a substitute for the mandate, which would remain the operative document defining the obligations undertaken by the British Government on behalf of the League of Nations.

b) Summary of the Treaty. — The Treaty, which was eventually signed on October 10th, 1922, and which is now communicated to the League, contains eighteen articles.

The British Government undertakes, at the request of the King of Iraq, to provide the State with such advice and assistance as may be required during the period of the Treaty without prejudice to Iraq's national sovereignty; the British Government will be represented in Iraq by a High Commissioner and a Consul-General.

For the period of the Treaty no gazetted official of other than Iraq nationality is to be appointed without the concurrence of the British Government.

The King of Iraq agrees to present to the Constituent Assembly and to give effect to an Organic Law, which shall take account of the rights, wishes and interests of all populations inhabiting Iraq.

The King agrees to be guided by British advice on all important matters affecting international and financial obligations and interests of the British Government, and will consult the High Commissioner on what is conducive to sound financial and fiscal policy, to ensure the stability and good organisation of the finances of Iraq, so long as it is under financial obligations to the British Government.

The King has right of representation in London and in such other places as may be agreed upon, and where he is not represented he entrusts the protection of Iraq nationals to Great Britain.

Great Britain undertakes to use her good offices to secure the admission of Iraq to membership of the League of Nations as soon as possible. It undertakes to provide such support and assistance to the armed forces of Iraq as may from time to time be agreed upon.

No territory in Iraq is to be ceded or leased or in any way placed under the control of any other Power.

There is to be no discrimination against the nationals of any State Member of the League or of any State to which the British Government has agreed by Treaty that the same rights should be ensured as it would enjoy if it were a Member of the League, as compared with British nationals or those of any foreign State in matters concerning taxation, commerce, exercise of industries or professions, etc. Nor is there to be any discrimination against goods originating in or destined for any of these States.

So far as conditions permit, Iraq is to co-operate in the execution of policy adopted by the League for preventing and combating disease.

A Law is to be introduced assuring equality of treatment in the matter of archaeological research to the nationals of all States Members of the League or of any State enjoying the same rights as Member of the League.

The Treaty is to come into force as soon as it has been ratified and will remain in force for twenty years. Termination will be subject to confirmation by the League of Nations, unless before that date Iraq is a Member of the League, in which case notice of termination will be communicated to the Council of the League.

High Commissioner's Declaration. — The announcement by the British High Commissioner at Bagdad declares that the British Government will do everything in its power to secure the speedy definition of the frontiers of Iraq, in order that Iraq may be in a position, when the Treaty has been ratified and the Organic Law brought into effect, to apply for admission into the League.

The British Government looks forward to this application being made as soon as the frontiers are settled and a stable government set up, in accordance with the Organic Law, when they will use their good offices, provided effect is being given to the provisions of the Treaty, to secure the admission of Iraq to the League, a step which in their opinion affords the sole means by which the mandatory relation can be legally terminated.

V. Political Questions

I. DISPUTE BETWEEN FRANCE AND GREAT BRITAIN AS TO NATIONALITY DECREES ISSUED IN TUNIS AND MOROCCO ON NOVEMBER 8TH, 1921

At the instance of the British Government the Council included in the agenda of its twenty-first session the question of a dispute between France

and Great Britain regarding Nationality Decrees issued in Tunis and Morocco (French Zone) on November 8th, 1921, and their application to British subjects. The interested Governments had not as yet been able to come to an agreement on the subject.

As a result of friendly conversations during the Council session between the representatives of the French and British Governments, a draft resolution was presented and adopted at the Council meeting of October 3rd.

Under the terms of this resolution, the Council decided that the question whether the dispute is or is not by international law solely a matter of domestic jurisdiction should be referred to the Permanent Court of International Justice for its opinion. The French and British Governments were requested to agree as to methods by the date on which they would bring the question before the Court.

Furthermore, the Council took note that, if the Court concluded that the case in point was not solely a matter of domestic jurisdiction, the two Governments had agreed to refer the whole question to arbitration or to judicial settlement under conditions to be agreed upon between them.

2. POLAND AND LITHUANIA

M. Saura, the Consul-General of Spain at Brussels, has returned to Geneva after a visit to the neutral zone between Poland and Lithuania in the district of Vilna. The Council of the League had requested M. Saura to study the possibility of establishing a provisional frontier to replace the neutral zone.

M. Saura was received on his mission by the Government authorities at Kovno and Warsaw and was able to visit the entire district. It is probable that M. Saura's report, which is in course of preparation, will be presented to the Council at its next session.

VI. Social and humanitarian Questions

1. REFUGEES FROM ASIA MINOR

According to reports received from Dr. Nansen and his assistants in Constantinople and Greece the number of refugees from Asia Minor for whom relief will have to be provided amounts to not less than 750,000. It is probable that 80% of these refugees are women and children; the men are mostly old or between fourteen and seventeen years of age.

The major portion of the fugitives is entirely destitute and without shelter for the coming winter. In certain cases the Greek Government has been able to allow half a ration of bread per head a day, but by far the larger proportion is absolutely unprovided for. The High Commissioner has arranged for urgent supplies of flour to be transported from Egypt and Bulgaria for the most necessitous cases, but the small funds at his disposal have minimised his efforts in this direction.

In addition to the contributions already promised the Brazilian Government has offered £ 1000 towards the relief fund. The unhealthy conditions caused by the enormous influx of refugees into Thrace has already resulted in the outbreak of typhus and other epidemic diseases, and a representative of the League Epidemic Commission has been sent to Constantinople to cope with the matter. The Italian Red Cross has sent a tent hospital of 200 beds, a medical and administrative staff and sufficient stores, which sailed from

Brindisi under the direction of Dr. Ernesto Basso. The Belgian Government has contributed 2000 tents and as many blankets and has offered to send clothing if necessary.

Dr. Nansen arrived in Constantinople in the first week of October and immediately discussed the situation with the relief organisations interested. A general co-operation scheme with the American Red Cross, the American Relief Administration, the Near East Relief and other bodies has been adopted. The American Organisations have formed a joint committee presided by Admiral Bristol, who has promised all possible assistance. At a meeting convened by Dr. Nansen, on his arrival, it was decided that, as the funds at the disposal of the League were necessarily limited, Dr. Nansen's action should be based upon the principle of limiting direct assistance to a plan which should be capable of completion taking into consideration the funds available. It was therefore proposed to establish a minimum organisation operating in various centres throughout the affected areas, capable of enlargement as and when further funds became available.

2. RUSSIAN REFUGEES

At its meeting on October 2nd the Council decided, in order to give effect to the Resolutions of the Assembly, to request the Governments of the States Members of the League to continue to lend to the High Commissioner the support and assistance which they had hitherto afforded him, especially as regards the promotion of general and professional education and the securing of employment for Russian refugees.

The Council also decided to draw the attention of the Governments of States Members to the importance of the system of identity certificates adopted at the Conference held at Geneva in July 1922 and to request Governments which have not as yet given a favourable reply to consider whether they cannot promptly bring this system into force.

It was further decided to urge the Governments of States Members to consider favourably the Resolution of the Assembly regarding provision by international co-operation for the maintenance of Russian refugees who are incapable of earning their living in the countries where they are settled.

An Agreement with the Bulgarian Government. — The High Commissioner of the League of Nations has concluded an arrangement with the Bulgarian Government relative to the settlement at Varna of 5000 Russian refugees who are at present being fed by the American Relief Administration at Constantinople. This agreement practically resolves the problem of the necessitous Constantinople refugees. The American Relief Administration will continue for some months to supply them with food. The High Commissioner will be responsible for evacuation and establishment expenses.

3. TRAFFIC IN OPIUM

a) Invitation to the United States of America

In accordance with the recommendation of the third Assembly and the Resolution of the Council at its meeting on September 26th, the Secretary-General of the League has addressed an invitation to the Government of the United States of America to appoint a member to serve on the Advisory Committee on Traffic in Opium.

At a recent meeting of the Advisory Committee certain questions arose, the discussion of which, the Committee was of opinion, would be considerably facilitated by direct official information from the United States Government.

The invitation states that the presence of a representative of the United States Government would not only be of the greatest possible assistance to the Committee, but by the collaboration of America with the efforts of other nations would help to make effective the measures the United States have already taken.

b) Replies to enquiries instituted by the Advisory Committee

During the past month replies to enquiries conducted by the Advisory Committee have been received from the Governments of several States. The Indian and Siamese Governments have transmitted observations regarding the extension of the scope of the Opium Convention of 1912 to various chemical products detailed on the list furnished by the French Government at the occasion of the second meeting of the Committee. The Australian and Danish Governments have announced that they prepared to adopt the system of certificates of importation as recommended by the Advisory Committee at its meeting in April 1922. The Polish Government has forwarded an annual report on the opium traffic in Poland in 1921.

4. TRAFFIC IN WOMEN AND CHILDREN

At its meeting of October 2nd the Council, having noted the resolutions concerning the traffic in women and children adopted by the Assembly on September 25th, instructed the Secretary-General to invite the Advisory Committee on Traffic in Women and Children to consider whether, pending the abolition of the system of State regulation which obtains in certain countries, it could be agreed that no foreign women should be employed or carry on her profession as a prostitute in licensed houses.

The Committee's recommendation on the subject will be included in its next report.

5. DEPORTATION OF WOMEN AND CHILDREN

At its session of October 2nd the Council recognised that the work of the Commission of Enquiry on Deported Women and Children in Constantinople, Aleppo and other places to which, under the resolution of the first Assembly, the members of the Commission may have to extend their activity, would be greatly facilitated by the assistance of Government representatives in the districts concerned. The Council therefore requested those of its Members whose Governments are responsible for any such territory, whether under Mandate or Allied control, to urge their Governments to instruct their officials in these territories to give all possible support and assistance to the Members of the Commission.

6. OBSCENE PUBLICATIONS

On October 2nd the Council decided, in accordance with the Resolutions of the Assembly, to draw the attention of all States to the International Agreement of 1910. The States which have signed the Agreement in question will be invited to give full effect to its provisions; the States which are not as yet parties thereto will be urged to accede to it at an early date.

Further, the Council will address the draft Convention of 1910 with a questionnaire to all States, requesting them to forward their comments on the subject to the Secretariat of the League. After co-ordination of the replies the Secretariat will submit them as a whole to the French Government, inviting it, as the initiator of the Conference of 1910, to convene a new Conference under the auspices of the League, to be held at Geneva about the time of the fourth Assembly and to be composed of plenipotentiaries empowered to draw up and sign a new convention.

VII. Commissions of the League of Nations

LIST OF MEMBERS

(This list is subject to modifications)

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M. F. R. REVEILLAUD	(France)
Sir Henry STRAKOSCH	(South Africa)
Signor SOLERI	(Italy)
M. J. A. Barboza CARNEIRO	(Brazil)
M. JANCOVICI	(Roumania)

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M. Rivas VICUNA	(Chili)

b) Permanent Advisory Commission on Military, Naval and Air Questions

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Marquis DE MAGAZ	(Spain)
Admiral J. M. PENIDO	(Brazil)
Field-Marshal FAYOLLE	(France)
General MARIETTI	(Italy)
Rear-Admiral SEGRAVE	(Great Britain)

c) Members of the Economic Committee

M. D. JANCOVICI	(Roumania)
Professor BENINI	(Italy)

d) Members of the Financial Committee

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M. A. JANSSEN	(Belgium)

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f) Representatives of Employers

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SUPPLEMENT TO THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

October
1922.

Information Section of the
League of Nations, Geneva.

THE FINANCIAL RECONSTRUCTION OF AUSTRIA

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by Sir Arthur Salter, Director of the Economic and Financial Section of the Secretariat
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I. Preface

The League of Nations was first asked to study the problem of the restoration of Austria in March 1921. After a Conference in London in that month, the League was informed that the Governments of Great Britain, France, Italy, and Japan had decided to release, for a period of years to be determined later, their liens in respect of all claims against Austria, whether for relief credits, reparation obligations, or the costs of the armies of occupation. This decision was subject to the conditions that other interested Governments would agree to a similar postponement and that Austria was prepared to place the administration of assets in the hands of the League under the International Credits scheme.

This scheme was then under the control of the Financial Committee of the League which therefore at once met and on April 4th stated the main conditions on which they considered that the restoration of Austria could be achieved. Among these were the early decision by the thirteen other Govern-

ments holding liens upon Austria to agree to a similar postponement, a decision by all the seventeen Governments that the postponement should be for a sufficiently long period, such as 20 years, and the willingness of Austria herself to undertake drastic internal reforms. At the same time, the Committee sent a Delegation to Vienna, which studied the position on the spot from April 15th to May 10th, and recommended a far reaching and detailed scheme which was approved by the Council of the League and forwarded to the Supreme Council of the Allies on June 3rd. It was a cardinal feature of these recommendations that Austria could only be saved by a comprehensive scheme, including internal reform, sufficient credits, and a central control of these credits which would ensure that they were so used as to assist, and secure, the internal reform.

At the time when this scheme was framed, Austria's credit position (apart from the liens upon her assets) was *relatively* good, and had not been seriously impaired by fears as to her social and political stability. It was believed, and with reason, that, as soon as her assets were free, they would serve as a sufficient security for private credits without the need for Government guarantees (1).

The scheme was not put into operation because the negotiations with the many Governments whose consent was necessary to the release of the liens encountered many difficulties, and proved to be very protracted. It was not before July that a way appeared to be opening for a scheme based upon the use of Austria's assets.

The Early Months of 1922. — In the meantime, by February 1922, Austria's needs had become imperative, and, unless assistance had been forthcoming, a collapse must have taken place in the early part of this year. In this crisis, Great Britain, France, Italy and Czechoslovakia came to the rescue by providing for assistance from public funds. Great Britain advanced £ 2,250,000 (of which £ 250,000 was required for the repayment of an earlier debt), France made provision for the advance of 55 million francs, Italy made provision for the advance of 70 million lire, and Czechoslovakia arranged to supply 500 million Czech crowns. Of these sums the British advance has been entirely expended, but considerable proportions of the French and Italian grants, and a smaller proportion of the Czechoslovak grant remain available (as will be seen below) to assist the initial stages of the new scheme.

These advances were clearly distinguished from the earlier credits, the repayment of which was to be postponed for 20 years. Some of them (such as the British) were specifically to be repayable out of the first loans raised by Austria; others (such as the Czechoslovak) were based upon certain assets specially released by the Reparation Commission for the purpose, with the stipulation that these securities would be incorporated into any securities upon which a League of Nations loan scheme might ultimately be based; all remained as a pressing and inevitable charge upon Austria's immediate budgets.

The appeal to the Allied Powers at the London Conference in August, 1922. — By these means an actual collapse was arrested in the first six months of this year. But the advances served no further purpose. They were granted independently by the several Governments; they were subject to no central control. They were, as was natural in the circumstances, consumed for current needs and were not the basis of any effective reform. Austria's financial disorganisation proceeded, and at an accelerated pace. The crown was, in August, worth only 1/10 of its value six months before, only about 1/100 of its value a year before, only 1/15,000 of its gold value.

(1) The full documents relating to this scheme have been published. (Financial reconstruction of Austria. Report of the Financial Committee of the Council [with relevant papers] Constable & Co. Ltd. London 1921.)

The Austrian Government made a desperate appeal to the Allied Powers then meeting in London. The Austrian Minister stated that some of Austria's assets had at last been released to form securities for a loan, "but the foreign bankers who, a year ago, were still willing to grant such a loan, to-day declare that it is impossible to do so, because to them and to the general public the continued existence of Austria has become doubtful. The bankers consider the revenues offered by the Austrian Government a sufficient *financial* guarantee; they demand, however, a second guarantee which can only be given by the chief Allied Powers." He stated that Austria was attempting to establish a Bank of Issue, to which the right of issuing notes would be transferred from the Government, in order to arrest the depreciation of the crown; and that Austria was embarking on a programme of budget reform and economy. He added, however, that "everything depends upon whether, during the period required for the carrying through of the financial reforms, a foreign loan will give Austria the assurance that she will not have to resort to the printing press again in order to cover the requirements of the State, otherwise the financial reforms would be definitely doomed to failure. A further depreciation of the Krone must necessarily render impossible the indispensable purchases of food-stuffs and coal from abroad, and lead to such social upheavals as would constitute the gravest dangers for the peace of Central Europe and would mean the end of an independent Austria. Every day by which the assurance of the foreign credit is delayed renders it doubtful whether the measures which Austria is taking for her own salvation will then still be possible." He, therefore, appealed for Government guarantees to assist in raising a loan of £ 15,000,000.

Reply of the Allied Powers. — This communication was considered by the Supreme Council, on behalf of which Mr. Lloyd George, on the 15th August, replied that "the representatives of the Allied Governments have come to the decision that they are unable to hold out any hope of further financial assistance being given to Austria by their Governments. They have agreed, however, to a proposal that the Austrian situation should be referred to the League of Nations for investigation and report, the League being informed at the same time that, having regard to the heavy burdens already borne by the taxpayers of the Allied Powers, there is no prospect of further financial assistance to Austria from the Allied Powers, unless the League were able to propose such a programme of reconstruction, containing definite guarantees that further subscriptions would produce substantial improvement and not be thrown away like those made in the past, as would induce financiers in our respective countries to come to the rescue of Austria. The representatives of the Allied Powers have reached the above decision with much reluctance and from no lack of sympathy with the Austrian people, but they have been obliged to take into consideration the crushing taxation which their respective countries already support in consequence of the war".

This correspondence was then forwarded to the League with the request that it should be placed on the agenda of the next meeting of the Council.

Conditions under which the problem was referred to the League. — The reply of the Allies to the Austrian Government was not such as to afford any relief to the anxieties of the immediate future. Its request to the League was only "for investigation and report", and it was coupled with the statement that the Allied Governments were unable themselves to hold out any prospect of further financial assistance, and that there was no hope therefore, unless a scheme could be devised which would attract money from private sources. In this crisis, in the interval between the London Conference and the meeting of the Council of the League, Mgr. Seipel, the Austrian Chancellor,

visited Prague, Berlin and Verona, to discuss the situation of his country with the Governments of Czechoslovakia, Germany and Italy. It was clear to the world that the financial and economic disorganisation and the imminent dangers of social distress and disturbance had developed to a point at which they had created also a grave political problem. It was also clear that, in this political situation, it was more than ever hopeless to expect that private credits would be forthcoming on the basis of Austria's own assets. For best securities, her revenues from the customs and the tobacco monopoly, however sufficient in normal circumstances, could not be relied upon in the event of serious social or political disturbances. The scheme was possible unless they could be supplemented by Governmental guarantees; and these guarantees, difficult in any event, would be more difficult unless something could be done to relieve the political tension.

The League's methods of work. — The Council was thus confronted with a complex problem, political as well as financial in its character. At its first meeting on August 31st, it at once instructed the Financial Committee to examine the financial aspects of the problem, while carefully reserving any decision as to whether it would undertake any responsibility for the problem and if so on what conditions. It then deferred further discussion on the subject till the following Wednesday, September 6th, partly to enable the Financial Committee to proceed with its work, and partly to give time for Mgr. Seipel, who desired to present Austria's case in person, to join the Austrian Delegation in Geneva. On September 6th he made his appeal in a public meeting of the Council. He described Austria's distress, explained the need for a guarantee for a loan to help her through the period when she was achieving reform and release from some of the impediments to Austrian commerce. He added that Austria was ready to accept a system of control as a corollary to assistance, and expressed the opinion that, with such assistance, she could soon become economically self-sufficient. He concluded however, with a grave warning that without such assistance the condition of Austria constituted a serious danger to the peace of the world, which it was the duty of the League of Nations to examine and avert.

It should be noted that the Austrian representative, in making this appeal, and in all subsequent meetings of the Council and its Sub-Committee, when dealing with the Austrian problem, was himself a member with full and equal rights in accordance with Article 4 of the Covenant, which provides that "any member of the League not represented in the Council shall be invited to send a representative to sit as a member at any meeting of the Council during the consideration of matters specially affecting the interests of that Member of the League."

The Council next invited Czechoslovakia also (represented by its Prime Minister, Dr. Benes) to join the Council for this question, and formed a Sub-Committee (the Austrian Committee) entrusted with the direction of all further work upon it. The Committee consisted of five Members of the Council so constituted, viz. Lord Balfour (Great Britain), who was asked to preside over the discussions, M. Hanotaux (France), the Marquis Imperiali (Italy), Dr. Benes (Czechoslovakia), and Mgr. Seipel (replaced, when he was absent, by Dr. Grünberger, the Austrian Minister for Foreign Affairs). The composition of the Committee thus expressed the Council's sense of both the importance and the range of the question. It continued throughout to direct the work, meeting twelve times between the date of its appointment and the date of the signature of the Protocols on October 4th. It will be noted that the hitherto separate and independent negotiations were now transferred to a single committee which worked continuously and consisted of the representatives of all the Powers chiefly concerned, including the Prime Ministers of two of them.

The composition of this Committee, and the subsequent organisation of the work, afford a typical example of the methods of the League. The Committee used throughout the League's technical organisation. At once determining the general outline of the questions requiring solution, it divided them among the different expert committees at its disposal. Within the general outline, the Financial Committee gave its advice, which, in fact, as will be seen, included a comprehensive scheme of financial assistance and administrative reform. Working within the same general programme, the Economic Committee considered what immediate economic measures could usefully be recommended. At the same time, a Legal Committee, drawn partly from legal experts of the several Delegations, and partly from the permanent staff of the League, advised on such legal questions as presented themselves in the course of the work. The Committee kept in its own hands the specifically political aspects of the problem, and maintained its control over the work of the above Committees by considering interim reports as they proceeded with their studies.

The Financial Committee (1) who were first consulted consisted of members who met, as did the members of the other Committees giving technical assistance to the Committee, not as representatives of the different Governments, but as experts invited by the League to give their best professional advice. The signature of their reports did not, therefore, in any way commit the Governments to accepting its recommendations. At the same time, the different members were naturally in a position to estimate, with some special knowledge, the probable policy and attitude of their respective countries. Their work was done in Geneva, during the period of the Assembly, for which Delegations of representatives of the countries concerned were present. The conditions were favourable for the working out of a scheme which should be both adequate in its provisions and not impossible of acceptance; and for an understanding by the Governments whose assistance was required of the reasons for which the precise scheme put before them was recommended.

The Financial Committee's Report. — The Financial Committee were first asked to consider, in consultation with the Austrian Representatives, what measures are required and are practicable to secure budget equilibrium; after what period, with these measures, the result desired should be obtained; and what deficit in terms of gold must be contemplated as inevitable during the intervening period.

The Committee replied that the main economies should be secured by the reform of State industrial enterprises and the reduction in the number of officials. They pointed out that State enterprises at present involve a loss of 170 million gold crowns a year (£ 6,800,000). The railways alone involved a loss of 124 millions (£ 5,700,000), largely because while wages follow the cost-of-living index the railway tariffs were only *one-fifth* of what they would be on that basis. The loss should cease within two years and, in view of the important transit trade, the railways should ultimately become a source of profit. With regard to officials, the Committee pointed out that Vienna, as the capital of a country of six millions, has more State employees than when she was the capital of an Empire of over 50 millions. They consider that within two years a third of the expense, amounting to 130 million gold crowns (£ 6,000,000), ought to be saved. With these measures, the "normal budget" should be reduced to about 237 million gold crowns (£ 10,900,000). Simultane-

(1) The Members of the Financial Committee who were present during these discussions were M. Janssen (Chairman), M. Arai, M. Avenol, Sir Basil Blackett (replaced at later meetings by Mr. Fass), Dr. Pospisil, Sir Henry Strakosch, with the addition of M. Maggiorino Ferraris, and M. A. Sarasin who were co-opted for the purpose.

ously, the yield of taxation must be increased and within two years should reach 237 million gold crowns—and so balance the budget—and thereafter exceed it. In the two years, however, while this process of reducing expenditure and increasing revenue is incomplete, a total deficit of 520 million gold crowns (£ 24,000,000) is probable, or 650 million gold crowns (£ 30,000,000) including the sums required to repay the advances made this year and not covered by the postponement arranged for the credits given in earlier years.

The Committee were next asked what securities Austria could offer for private credits. They replied, that apart from the Forests and Salt monopoly (which were proposed as security for the new Bank of Issue), the proceeds of the Customs and the Tobacco monopoly should be available as security for a loan, and, if necessary, the "impôt foncier" as well. The Customs and Tobacco monopoly alone should, with the necessary administrative reforms, give an annual yield of 80 million gold crowns (£ 3,700,000) which exceeds the estimated cost of the interest and amortisation of even the maximum loan of 650 million gold crowns.

In the unanimous opinion of the Committee, therefore, the securities are ample for the credits required for the transition period, on the vital conditions that the reforms recommended are carried through and that external and internal order are assured.

With the main conditions of the financial problem thus established, the Committee, in answer to further questions from the Austrian Committee of the Council, proceeded to study in detail how the deficit for the two years could be met, and what form of control was required in the interests of the reforms and of the securities on which the loan was to be based. Their recommendations will be more conveniently summarized after some account has been given of the subsequent negotiations.

The Financial Committee, in presenting their report, pointed out that no financial scheme could itself save Austria. "Behind the problem of financial and budget reform remains that of the fundamental economic position. Austria cannot permanently retain a sound financial position, even if she attains it for the time, and maintain her present population, unless her production is so increased and adapted as to give her (with her "invisible exports") an equilibrium in her trade balance as well as her budgets. This balance is at present seriously adverse, partly, but certainly not wholly, as a result of inflation and currency dislocation. All possible measures, whether by the amelioration of the international economic relations, the encouragement of the conditions which would increase Vienna's entrepôt, financial, and transit business, and of those which will attract further private capital towards the development of her productive resources are, therefore, of the greatest importance." These are, however, outside the Financial Committee's province. If the appropriate financial policy is adopted and maintained, the Austrian economic position will adjust itself to an equilibrium, either by the increase of production and the transfer of large classes of its population to economic work, or economic pressure will compel the population to emigrate or reduce it to destitution. At the worst, this would be better than the wholesale chaos and impoverishment of the great mass of the town population which must result from the continuance of the present financial disorganisation, which affords no basis for such economic adaptation as is possible."

THE ECONOMIC COMMITTEE

whether they could make any immediate suggestions which would assist in

(1) The Economic Committee constituted a special Sub-Committee for this purpose consisting of MM. Serruys, Dvoracek, Guarneri, Heer and Sir Hubert Llewellyn Smith.

this wider and longer task of the re-establishment of the trade balance. They recognised that the basis must be found in the financial scheme and that on this basis the economic position must be gradually built up. They, therefore, confined themselves for the time to certain preliminary suggestions. First, recognising the objections at present maintained to the full application of the Porto Roso recommendations, they advised the conclusion of conventions and bilateral agreements between Austria and each of the Succession States, based as far as possible on the Porto Roso protocol, but with such modifications as might be possible and advisable to introduce in order to adapt them to each special case. Secondly, (while endorsing the advice of the Financial Committee as to State enterprises), they called attention to the need for Austria reforming both her international economic system and the conditions of her external trade.

LAST STAGES OF THE NEGOTIATIONS

Meanwhile, the Austrian Committee of the Council had itself been discussing directly the terms of a political declaration designed to give confidence in the political and economic integrity and independence of Austria. The whole scheme was gradually developed, with the assent of the different Delegates and Governments, and on the last day of the Assembly (September 30th) the Council was able to report that, though its task was not fully accomplished, there was a good prospect of a complete scheme being signed with the assent of the Governments concerned within a few days.

This result was achieved on Wednesday, October 4th, when three Protocols were signed, covering, with their Annexes, which include the Financial Committee's Report, the whole of the Council's scheme; and these signatures indicated the complete and unreserved assent to every part of the scheme of the Governments of Great Britain, France, Italy, Czechoslovakia and Austria.

The first of these Protocols, signed by all the above Powers and open for the signature of all countries, contains a solemn declaration that the signatories will "respect the political independence, the territorial integrity, and the sovereignty of Austria; that they will seek no special or exclusive economic or financial advantage which would compromise that independence; and that, if the occasion arises, they will refer the matter to the Council of the League and comply with its decisions". Austria herself, in the same Protocol, enters into corresponding obligations. Protocol II with its annexes, states the conditions of the guarantee of the loan, the obligations of the guaranteeing Governments, and the powers and duties of the Committee composed of representatives of those Governments. It is signed by the four principal guaranteeing Governments and by Austria, and is open for signature (with suitable modifications as to the extent of their guarantee) by all other countries able and willing to participate in the financial scheme. Lastly, Protocol III sets out separately the obligations of Austria and the functions of the General Commissioner who is to collaborate with her in her programme of reform and its execution. From these three Protocols, taken together, emerges the League's general scheme.

SUMMARY OF THE SCHEME

The basis of the scheme is the political integrity, and economic independence of Austria and the Declaration (Protocol I) designed to ensure it. Aided by the confidence which it is hoped this Declaration will create, Austria is to commence a programme of reform (including economy in expenditure and increased revenue from taxation) which will ensure the balancing of her budget by the end of 1924. In the meantime, the excess of her expenditure over the revenue available from normal resources during these two years—estimated a maximum of 650 million gold crowns—will be met by the proceeds of loans.

These loans will, for the reasons given above, be guaranteed by external Governments, in addition to being secured on assets which (if the reforms are successful and order and stability maintained) will be sufficient without application to the guarantors. The guarantees will take the form of a definite guarantee of a stated proportion of the interest and amortisation by each guaranteeing Power. The Governments of Great Britain, France, Italy and Czechoslovakia have each guaranteed 20%, or 80% in all (in addition to covering a certain portion of the risk of other guaranteeing Powers), see note (1). Only 20%, note (2), remains, therefore to be covered by guarantees from all other countries. Assuming that this remaining percentage is secured, the future subscriber to the loan will not only have the security of the assigned assets, but if they fail, will have every fraction of his interest and amortisation further assured by the guarantee of a specified Government (80% of the total by the four Governments named above). The guaranteeing Governments themselves will be subject to no cash liability so long as the assigned assets prove sufficient for the service of the loan.

With the prospect of resources from these loans, Austria will be relieved from the necessity of financing herself by the issue of paper money and so causing the precipitous fall of the crown, which renders all efforts at budget equilibrium futile, and destroys any stable basis for the economic life of the country. The scheme, therefore, assumes, and regards as essential, the establishment of the proposed Bank of Issue under certain definite and specified conditions. The Austrian Government will surrender all right to issue paper money, and will not, except with special authorisation, negotiate or conclude loans.

Austria, therefore, in carrying through her reforms, is no longer building on the shifting basis of a continuously depreciating currency. Hitherto she has been in the unhappy position of knowing that she could not stop inflation until her budget balanced, and could not balance her budget while inflation continued. Now for the first time she has a prospect of the funds required to carry her over the necessary transition period.

But the successful accomplishment of the reform programme, on which both Austria's prosperity and the value of her assets depend, will necessarily be a difficult and painful task. The scheme, therefore, includes the appointment of a Commissioner General, whose duty will be to ensure, in collaboration with the Austrian Government, that the programme of reforms is carried out and to supervise its execution. He will derive power from his control of the disposal of the loans.

"The Austrian Government agrees that it may not dispose of any funds derived from loans . . . except by authorisation of the Commissioner General"; but the conditions which he may attach to his authorisation "shall have no

(1) The Financial Committee raised their original estimate of the budget deficit of 520 millions gold crowns to 650 millions in order to include the repayment of advances made this year by Great Britain, France, Italy and Czechoslovakia (see p. 2). It is necessary that all the guarantees should apply to the whole of this sum, in order that the loans, or more correctly, the "loan", though it will of course, be issued in instalments at different times as Austria's needs and market conditions may determine) may have the same character and be based on the same securities. In order however that any States not interested in the repayment of the advances may limit their liability to a guarantee of a proportion of the total sum required by Austria for her other needs (520 millions gold crowns), Great Britain, France, Italy and Czechoslovakia have entered into a special arrangement by which they cover the risk of all other guaranteeing countries so far as it relates to the additional sum of 130 millions. The effect of this rather technical arrangement is that any country can undertake to guarantee a stated percentage of the loan with an effective responsibility which is limited to that percentage of a total 520 millions gold crowns, instead of 650 millions gold crowns, while the maximum liability of the four principal guaranteeing Powers reaches a total of 84% instead of 80%.

(2) This, for the above reason, does not necessitate any effective liability on all other Powers of more than 20% on 520 millions (or 16% on 650 millions).

other object than that of assuring the progressive realisation of the programme of reforms and of avoiding any deterioration on the assets assigned for the service of the loan".

The Officer to be entrusted with this great responsibility is not the representative of the guaranteeing Powers. He is an officer of the League of Nations. He will be appointed by and responsible to the Council of the League, of which the Austrian representative is, when Austrian matters are discussed, a full and equal member. Indeed, the Council, in approving the scheme, added a resolution that the Commissioner General should not be drawn from any of the principal guaranteeing countries (nor from countries bordering upon Austria). His primary concern will be identical with that of the Austrian Government and the permanent interests of the Austrian people, namely, that the measures to enable Austria to achieve a position of self-supporting independence shall be successful; the due maintenance of the value of the securities of the loan will, of course, be a part, but a part only, of the general programme which it will be the duty of the Austrian Government to frame and execute, and his to supervise. The Commissioner General will live in Vienna. He will report monthly to the Council of the League. His functions will end as soon as the Council judge that the financial stability of Austria is assured.

In addition to the League's Commissioner General, there will be a "Committee of Control of the Guaranteeing Governments". This Committee, of which the Italian member will be President and the Czechoslovak member Vice President, will be formed of ten representatives of the guarantors with votes proportionate to the guarantees they have offered, and will watch the special interests. It will not be in permanent session, but will meet from time to time, not in Vienna but normally at the seat of the League. The approval of this Committee, by a two-thirds majority, is required to the main conditions under which the loan, whose interest and amortisation are guaranteed, is to be subscribed; and it will, by the same majority, determine the conditions of the payments should the guarantees actually be called upon. For other purposes, the Committee works normally by a majority vote. It receives the monthly reports presented by the Commissioner General to the Council; it may ask him for information as to the progress of the reforms, and may make representations to him with regard to safeguarding the interests of the guarantors. If the assigned revenues are insufficient for the service of the loan, it may require the assignment of additional securities.

In exercising these rights, the Committee communicates, not with the Austrian Government, but with the Commissioner-General. The Committee and each guaranteeing State have a right of appeal to the Council "*en cas d'abus*".

The rights and powers of both the Commissioner General and the Committee are carefully defined so as to restrict them to the precise objects in which they are concerned—the execution of the reform programme and the maintenance of the value of the securities, and to avoid any infringement of the sovereignty of Austria and the full responsibility of her Government.

The essential features of the Agreement arrived at are thus a programme of financial reform extending over two years; provision to meet the deficit during this period by guarantee loans; the arrest of the collapse of the crown; the supervision of the Austrian Government's execution of the scheme within carefully defined and restricted limits.

THE SPECIAL DIFFICULTIES AND TASKS OF THE NEXT FEW MONTHS

It will be well to add to this general outline a note as to particular difficulties of the earlier stages. The Governments' promises of guarantees require ratification by the respective Parliaments, and loans can only be issued on the

basis of—and, in practice, some time after—such ratifications. It is of great importance that the ratifications should be secured before 31st December of this year. As soon as they are secured, any deficit which may thereafter accrue between that time and the issue of a long-term loan can be met without great difficulty by the issue of Austrian Treasury Bills in gold crowns or foreign currencies, subject to right of redemption from the immediately prospective loan.

The period up to the end of this year presents special difficulties. It is estimated that during it there will be a deficit of 120 to 160 million gold crowns. The Financial Committee hopes that it may be possible to meet it by the issue of three or six months' Treasury Bills (to be issued in Austria by the Austrian Government and purchased by the Austrian banks), secured partly by the unspent portion of the credits arranged by the French, Italian, and Czechoslovak Governments early in this year, and partly by a first charge on the Customs and on the Tobacco monopoly.

During this same period, between now and the end of the year, it may be convenient to add that the following further action is required.

The Austrian Government should at once communicate certain immediately practicable reforms.

It must frame, in collaboration with the Commissioner General, or, pending his appointment, with a Delegation from the League, a programme of reform calculated to secure budget equilibrium by the end of 1924.

It must present to the Austrian Parliament a draft law giving, during two years, to any Government which may be in authority, full powers within the limits of the programme, to take all measures to assure budget equilibrium by the end of 1924, without the necessity of securing further approval by Parliament.

The Bank of Issue should open; and the issue of notes by the Austrian Government should cease.

The Commissioner General and the Committee of Control of the guaranteeing Powers should be appointed.

Additional promises of guarantees to complete the 100% should be obtained from other Governments than those which have at present signed the Protocol.

The promises of guarantees should receive parliamentary ratification.

* * *

This is the scheme now presented by the Council with a definite undertaking (subject to parliamentary ratification) of the Governments of Great Britain, France, Italy, and Czechoslovakia to guarantee between them (both as to interest and amortization) over four-fifths of the necessary loan; and with the corresponding undertaking by the Austrian Government to take the measures and to submit to the control required by the scheme.

Other countries are invited to contribute towards completing the remaining portion of the guarantees — less than one-fifth — which still remains to be covered, and all countries are invited to sign the Political Declaration.

The discussions and speeches which accompanied the preparation and the presentation of the scheme clearly express the Council's sense at once of the possibility and of the extreme difficulty of the task which still remains. The problem was given to the League at a moment when Austria was on the very verge of disaster, her financial disorganisation almost complete, her currency almost worthless, her social and political stability in obvious danger. From such a position recovery is not easy. When the scheme was presented at the public meeting of the Council on October 4th, it was thought well to quote with special emphasis the following grave statement of the Financial Committee:

"Austria has for three years been living largely upon public and private loans, which have voluntarily or involuntarily become gifts, upon private charity and upon losses of foreign speculators in the crown. Such resources cannot, in any event, continue and be so used. Austria has been consuming much more than she has produced. The large sums advanced, which should have been used for the re-establishment of her finances and for her economic reconstruction, have been used for current consumption. Any new advances must be used for the purposes of reform; and within a short time Austria will only be able to consume as much as she produces. The period of reform itself, even if the new credits are forthcoming, will necessarily be a very painful one. The longer it is deferred the more painful it must be. At the best, the conditions of life in Austria must be worse next year, when she is painfully re-establishing her position, than last year, when she was devoting loans intended for that purpose to current consumption without reform."

"The alternative is not between continuing the conditions of life of last year or improving them. It is between enduring a period of perhaps greater hardship than she has known since 1919 (but with the prospect of real amelioration—thereafter, the happier alternative), or collapsing into a chaos of destitution and starvation to which there is no modern analogy outside Russia."

"There is no hope for Austria unless she is prepared to endure and support an authority which must endorse reforms entailing harder conditions than those at present prevailing, knowing that in this way only can she avoid an even worse fate."

Complementary to this warning, and not inconsistent with it, is the confidence expressed by the Austrian Chancellor, that if Austria can find the indispensable aid from outside, she can

"become self-supporting sooner than is usually thought possible. Austria possesses agricultural resources which only require to be intensified; she possesses old-established industries which have only been prevented by the war, and its consequences during the post-war period, from obtaining the capital required to work them; she possesses the untapped resources of her water-power which it has so far been impossible to exploit adequately. But her most precious possessions are her excellent geographical situation, and, above all, her intelligent and hard-working population."

It is with these dangers and with these hopes that Austria, with the aid and support of the League and of the Governments who are assisting her, has to climb up "the precipitous but not impossible track" towards financial reform and self-supporting economic independence.

J. A. SALTER

Director of Economic and Financial Section

II. Letter from the Austrian Minister in London to Mr. Lloyd George

LONDON, 7th August 1922.

MR. PRIME MINISTER,

I have been instructed to address to you, as President of the Inter-Allied meeting, the following Note and to beg you to bring it to the knowledge of the Statesman participating in the deliberations.

The Austrian Government is faced with momentous decisions.

During the last few days the Reparation Commission has at last released some of Austria's assets in order to render possible the taking up of a foreign loan. But the foreign bankers, who a year ago were still willing to grant such a loan, to-day declare that it is impossible to do so, because to them and to the general public the continued existence of Austria has become doubtful. The bankers consider the revenues offered by the Austrian Government a sufficient financial guarantee for the desired credit; they demand, however, in addition a second guarantee which can only be given by the chief Allied Powers. For this reason the last resort of the Austrian Government is to appeal, through the enclosed Memorandum, to the Powers and to address to them the urgent request that they should undertake a *partial* guarantee for the loan, for which such security is offered by the Austrian Government as is acknowledged by the financial experts to be adequate.

The experience of the last two years has shown that the Budget can only be balanced if the currency is stabilised simultaneously. For this reason Austria is at the present moment and out of her own resources establishing a new Bank of Issue, for which the capital is supplied by Austrian Banks. At the same time the revenue is, as far as possible, put on a gold basis; the expenditure, already reduced by the abolishing of subsidies for food-stuffs, is being further diminished by the sale—already effected or about to be effected—of unprofitable state concerns, by the re-organisation of the Railway and Postal Services and by the reduction, at first by 10 %, of State officials. In order to cover for the next few months the deficit which, as a result of the progressive depreciation of the Krone, is rapidly increasing, an internal forced loan will be taken up. The Government and Parliament have decreed by law that the printing press shall no longer be resorted to for the State and its requirements. Any one knowing the situation will agree that this finance plan, already fixed by law, embodies the utmost exertions of which the present Austria is capable.

Everything depends upon whether, during the period required for the carrying through of the financial reforms, a foreign loan will give Austria the assurance that she will not have to resort to the printing press again in order to cover the requirements of the State, otherwise the financial reforms would be definitely doomed to failure. A further depreciation of the Krone must necessarily render impossible the indispensable purchases of food-stuffs and coal from abroad, and lead to such social upheavals as would constitute the gravest dangers for the peace of Central Europe and would mean the end of an independent Austria. Every day by which the assurance of the foreign credit is delayed renders it doubtful whether the measures which Austria is taking for her own salvation will then still be possible. For this reason the Austrian Government begs the Powers to decide at once whether they are prepared to assume a partial guarantee for the Austrian loan of 15 million pounds sterling.

If against all expectations this last hope were also to prove chimerical, the Austrian Government, knowing that to save the situation they had tried in vain all means which lay in their power and which constituted the utmost exertion of the people, would have to call together specially the Austrian Parliament and to declare, in agreement with it, that neither the present nor any other Government is in a position to continue the administration of the State. At the same time they would before the Austrian people and the public opinion of the whole world have to make the Entente Powers responsible for the collapse of one of the most ancient centres of civilization in the heart of Europe, and would have to lay into their hands the future fate of Austria.

I have the honour to be,
with the highest consideration,
Mr. Prime Minister,

Your obedient Servant,
(Signed) G. FRANCKENSTEIN

III. Letter from Mr. Lloyd George to Baron George Franckenstein Minister of Austria in London

This letter, communicated by the British Prime Minister, in the name of the allied ministers at the London Conference, announces the reference to the League of Nations of the problem of the financial reconstruction of Austria.

LONDON, 15th August 1922.

SIR,

I have the honour to refer to your Notes dated August 7th and 13th 1922, respectively, in which you asked me to bring to the notice of the Inter-Allied Conference a request by the Austrian Government that the Allied Powers should assume a partial guarantee for an Austrian loan, and to state that I brought the matter before the Conference which considered it at a meeting held yesterday afternoon.

The representatives at the Conference of the Allied Governments gave the most careful attention to the request put forward, and in connection with it they reviewed the grants already made to Austria by their Governments. As you are aware, substantial financial assistance has been accorded by the Allied Governments to Austria since the war. The French Government have granted to Austria sums of approximately £ 3,500,000, and in addition the French Parliament has voted this year the sum of 55,000,000 francs. The Italian Government have already granted Austria 280,000,000 lire, and the Italian Parliament has voted recently a further grant of 70,000,000 lire. The total contributions of Great Britain since the war amount to £ 12,500,000.

These substantial payments unfortunately appear to have produced no permanent improvement of the Austrian financial situation, which on the contrary, has gone from bad to worse. The last credit by Great Britain granted in the Spring of this year, amounted to £ 2,000,000 and was given in the hope that it would definitely enable Austria to become solvent. The situation disclosed in your two Notes shows that this hope has not been realised.

The representatives of the Allied Governments have, therefore, come to the decision that they are unable to hold out any hope of further financial assistance being given to Austria by their Governments. They have agreed, however, to a proposal that the Austrian situation should be referred to the League of Nations for investigation and report, the League being informed at the same time that, having regard to the heavy burdens already borne by the taxpayers of the Allied Powers, there is no prospect of further financial assistance to Austria from the Allied Powers, unless the League were able to propose such a programme of reconstruction, containing definite guarantees that further subscriptions would produce substantial improvement and not be thrown away like these made in the past, as would induce financiers in our respective countries to come to the rescue of Austria. The representatives of the Allied Powers have reached the above decision with much reluctance and from no lack of sympathy with the Austrian people, but they have been obliged to take into consideration the crushing taxation which their respective countries already support in consequence of the war. They do not feel that they would be justified in calling upon their heavily burdened nationals to assume further obligations for the benefit of Austria which has in the few years since the war, already received so much from them with such disappointing results.

I have the honour to be, Sir,

Your obedient Servant
(Signed) D. LLOYD GEORGE

Baron GEORG FRANCKENSTEIN

Envoy Extraordinary and Minister Plenipotentiary of the Republic of Austria

IV. Reply of the Financial Committee to Questions referred by the Austrian Committee of the Council

The Financial Committee has the honour to report that it has studied the questions referred to it by the Austrian Committee, in consultation with the Austrian representatives, and is now able to submit the following replies, which represent the unanimous opinion of the Committee.

Question 1 (I)

The Finance Committee is requested to consider, in consultation with the Austrian representatives, what measures are required and are practicable to secure budget equilibrium, and after what period it considers that, with these measures, the result desired should be obtained.

ANSWER

The answer to this question cannot be given with certainty, for the period depends essentially upon the resolution and the authority of the Austrian Government in carrying out the drastic reforms recommended. But if this vital condition is realised, the Committee considers that it should be possible to attain budget equilibrium in two years, and it is on this basis that the further recommendations are made.

The main measures required for this purpose are:

a) Reform of State Industrial Enterprises

State industrial enterprises should be either suppressed if merely useless, or run by the State upon a commercial, *i. e.*, paying, basis, or, in suitable cases, transferred to private management by concessions. The abolition of loss under these heads would involve a total annual saving of about 170 million gold crowns. The most important instance is that of the railways, which at present involve a deficit of 124 million gold crowns. The reason is partly the excessive number of employees, which should be reduced, and partly the low tariffs. While wages follow the cost-of-living index, the tariffs have only been raised to about one-fifth of what they would be on this basis. Under the Treaty, these low tariffs apply also to transit trade, and, therefore, benefit the foreigner. The Committee considers that the railways should cease to involve loss within the period of two years, and, in view of the important transit trade, should ultimately be a source of profit.

b) Reduction of Officials

Vienna, as the capital of a country of 6 millions, has more State employees than when she was the capital of an Empire of over 50 millions. The Committee considers an effective reduction of gold expenses by at least one-third should be effected within the transition period.

In addition, the subventions to the local administrations to assist them in paying their own officials on the basis of the cost-of-living index should be suppressed.

These reforms would give an annual saving of 130 million gold crowns.

Question 2

The Financial Committee is requested to consider what deficit, in terms of gold, must be contemplated as necessary during the intervening period.

(1) The replies to questions (1), (2), (3) and (4) which were dated September 15th 1922 give only the summarised conclusions of the Committee, and not the detailed reports on which they are based.

ANSWER

The Committee estimates the total deficit during the period of two years as 520 million gold crowns, to which must be added the sum required to reimburse certain advances made this year, raising the total to 650 million gold crowns. To enable the reforms to be effected, this sum must be available from credits.

This estimate is based upon the following "normal budget", which allows for the above reforms:

Expenditure (normal budget)	Millions of gold crowns
Public debt	52
Pensions	42
Civil Service	100
Army	20
Social assistance	23
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It should be possible to obtain 237 million gold crowns in taxation by the end of two years. This amounts to only 40 gold crowns per head and should be ultimately capable of increase; but the difficulties which now result from low assessment during a period of depreciation and those of a different kind which follow immediately upon a stabilisation make the full attainment of this figure at an earlier date improbable.

Question 3

What securities can Austria offer for private credits and what is their approximate gold value?

ANSWER

The most suitable securities should, with the necessary administrative reforms, yield the following annual returns:

	Millions of gold crowns
1. Forests and domains	1
2. Salt	1
3. Customs	40
4. Tobacco	40

Of these, the first three are assigned as security in connection with the new Bank of Issue under the Austrian Government's plan for the Bank. On a conservative estimate, however, of these claims, this would leave 28 millions of the Customs available as a second-rank security, in addition to the 40 millions from the Tobacco Monopoly as a first-rank security.

Moreover, the Committee considers (see answer to Question 4) that the plan for the new Bank of Issue can safely be modified so as to leave the *whole* of the Customs as a first-rank security for the credits required for the transition period.

In addition, the *impôt foncier* should, if necessary, be available (with reform) as a further first-rank security.

The service of a loan amounting even to the maximum of 650 million gold crowns should not exceed about 70 million gold crowns.

In the unanimous opinion of the Committee, therefore, the securities are ample for the credits required for the transition period, on the vital conditions that the reforms recommended are carried through (and the necessary measures taken to ensure sufficient authority to give confidence that they will be carried through) and that external and internal order are assured.

Question 4

The views of the Financial Committee are requested on the proposed Bank of Issue for Austria.

ANSWER

The Committee considers that the establishment of a Bank of Issue is a useful and indeed vital part of the measures required for Austria's re-establishment.

The Committee considers, however, that:

- a) The capital proposed, 100 million gold francs, is altogether excessive: 30 millions should suffice;
- b) The guarantee by the State of the capital of the Bank and of an adequate return upon it, secured by a first charge on the customs, should be relinquished. This should be possible if the other measures for the re-establishment of Austria's finances are adopted.
- c) The capital should be raised by private subscriptions. If public funds must be used the public interests should be sold out to private holders at the earliest opportunity.
- d) The present provision that directors and substitutes elected by general meeting require the confirmation of the Federal Government should be eliminated.

The Committee desires, however, to emphasise the fact that the Bank can only be of use in re-establishing Austria's credit organisation if the drastic reforms required to establish budget equilibrium are also taken (and the necessary credits for the transition period are obtained); and that, even so, it cannot be permanently successful unless her economic position is also gradually established.

Question 5(1)

Under what conditions can means be proposed for covering the deficit during the period of transition?

ANSWER

I. The Financial Committee estimated that the deficit to be covered by means of loans during the first two years is in the neighbourhood of 520 million gold crowns, plus a sum to cover certain advances made this year which raise the total to 650 million gold crowns. This is a budget deficit and, in the first instance, it is Austrian currency, not foreign currency, which is required to meet it. It may be expected, therefore, that, once Austria's internal credit is re-established, a considerable proportion of the deficit will be covered by internal loans. But at present Austria's credit is non-existent, and neither internal nor external borrowing is possible for her until the following financial conditions have been satisfied:

1. The Austrian Government must forthwith (without waiting for any decision by the League of Nations) take all measures within its power to prevent an increase of the deficit (such as raising of railway, postal, telegraph, and telephone charges, increase in the prices at which the products of the Tobacco and Salt Monopolies are sold, etc., etc.).
2. A Control must be organised and set to work, and evidence must be given of the full co-operation of the Austrian Government in securing its efficient functioning.

(1) The replies to questions 5 and 6 were dated September 18th, 1922.

3. The Customs revenues and the Tobacco Monopoly, subject to the necessary improvements in administration, must be allocated as security for loans.

The re-establishment of Austria's credit is further dependent on the adoption of various other measures already under discussion by the Austrian Committee of the Council, such as: the guaranteeing of Austria's territorial and economic integrity, under the auspices of the League of Nations; the improvement of Austria's economic international relations, as well as of her internal economic structure; the establishment of an efficient gendarmery throughout Austria; the establishment of the proposed Bank of Issue; and the cessation of new issues of paper money.

When all these measures have been taken and have proved their value, it is reasonable to hope that Austria may be in a position to borrow, both internally and externally, on her own credit. But it would be vain to expect that such reforms could be effectively initiated unless, at the time of their initiation, the Austrian Government and people were able to look forward with some certainty to the achievement of their final purpose of re-establishing financial and economic equilibrium. Moreover, the deficit begins to accrue at once, and the necessary credit on which loans can be issued to provide ways and means for covering the deficit will not exist for many months, unless some basis for credit is found from outside Austria.

The Financial Committee is, therefore, driven to the conclusion that a successful reconstruction of Austria is impossible unless some of the Powers are prepared to guarantee the loans required to cover the anticipated deficit. It is recognised that such guarantees cannot be given in most cases without the consent of the Parliaments of the guaranteeing Powers, but, if promises of guarantees subject to parliamentary confirmation can be secured at once, these would provide the necessary basis of credit on which the initiation of the reforms depends. The guarantees must cover the full maximum deficit, since it would be both difficult and perilous to embark on the full programme of reform if the means for completing it were not visible from the beginning. This does not necessarily mean that the guarantees for the whole sum will actually come into operation, and it may well prove that the guarantees eventually involve no actual cash liability upon the guarantors. If the reform programme succeeds, there is reason to hope that some part of the maximum deficit can be provided internally or without external guarantees, and that the revenues of the Austrian State will amply secure the service of the guaranteed loans without recourse to the guarantors. But it remains true that guarantees covering the whole total are an essential pre-requisite. The larger the number of guaranteeing Powers, the broader will be the basis of confidence.

II. We proceed now to sketch the practical steps to be taken to deal with the deficit, on the assumption that the reforms indicated are initiated and promises of guarantees up to the total of the deficit have been given by various Powers.

The period of transition can best be examined in four stages, viz.:

First stage: from the Promise of Guarantees till the Initiation of the Control

During the stage, it is essential that the Austrian Government should take all possible measures for reducing the deficit, but otherwise no change from present conditions will be possible.

Second stage: from the Initiation of the Control till the Ratification of the Guarantees by the respective Parliaments, say, December 31st, 1922

It is assumed that the new Bank of Issue will open its doors within a few weeks, and the Control to be set up under the auspices of the League of Nations will begin to function. We estimate that from 120 to 160 million gold crowns will be required to cover the deficit during this second period.

We believe that this sum can be met, so far as it is not covered by the reserve at the disposal of the Austrian Government at the moment of the initiation of the control, on the following lines. There are available out of the unspent portion of the French, Italian, and Czechoslovak credits, sums understood at the date of this report to amount to about 45 million gold crowns.

If the lending Governments agree, these sums could be used as part security for three or six months Treasury Bills (expressed in gold crowns, or in some foreign currency) to be issued in Austria by the Austrian Government and purchased by the Austrian Banks. The Bills might be further secured by a first charge on the Customs and on the Tobacco Monopoly. Possibly the gold belonging to the old Austro-Hungarian Bank might also temporarily be used as security for these Treasury Bills, instead of being deposited in the new Bank of Issue. It would be a matter for arrangement between the Government and the Banks, which are largely concerned in the Bank of Issue, which of the two uses for the gold is preferred. The Austrian Banks might reasonably be asked to accept these conditions as their contribution to the success of the reforms.

Third stage: from Ratification of the Guarantees to the Issue of a Long-term Loan

As soon as the Government guarantees become available, Austrian Treasury Bills in gold crowns or foreign currencies can be issued, subject to right of redemption out of the proceeds of the prospective loan, secured either as proposed during the second period or by the guarantees of the Powers. The method of using the guarantees can best be discussed in connection with the fourth period. It is important that action by Parliaments of the guaranteeing Powers should not be delayed beyond December 31st, 1922.

Fourth stage: from the Issue of the Loan to the End of Transition Period, December 31st, 1924

If any guaranteeing Government so prefers, it can, of course, obtain power to lend money direct to the Austrian Government out of its own resources. We assume, however, that most Governments will prefer to confine their assistance to the grant of a guarantee. There are at least three alternative forms under which such guarantees could be given:

- a) Each of the guaranteeing Powers might assume a joint and several responsibility for Austrian loans to be issued up to a maximum total of 650 million gold crowns. Such a guarantee would ensure the placing of the loans on the most favourable terms, but we are of opinion that it is politically impossible to secure such a joint and several guarantee.
- b) Each Government might guarantee a loan to be issued by Austria on the security of the pledged Austrian assets, plus its own guarantee, up to a given maximum, which would be an agreed proportion of the total required. *e. g.*, supposing that ten Powers agreed to give such guarantees in equal proportions, there would be ten types of Austrian loans all secured on the same Austrian assets but guaranteed separately by different Powers. Such a plan would greatly restrict the market for Austrian loans and postpone for a long period the date at which Austrian credit could be expected to be strong enough for an Austrian loan to be placed without external guarantee.

c)(1) The guaranteeing Powers might agree to guarantee an agreed proportion of a single Austrian loan, issuable in one or more instalments as required, *e. g.*, supposing, again, that there were ten Powers giving guarantees in equal proportions, each instalment would be guaranteed as to 10% by each Power, and while the pledged assets would be security for the whole, the individual guarantors would be responsible to the extent of 10% only.

We are inclined to favour this alternative, but the exact application of the guarantees is a matter which can best be determined by the issuing house, or group of issuing houses, which will be called upon to carry through the actual operation of issuing a long-term loan. An early decision will, however, be necessary as to the form in which the guarantees are to be applied to the issue of Treasury Bills proposed during the third period.

It is unnecessary to pursue these technical details further at the present stage. Our object in alluding to them is to indicate generally the nature of the guarantees which must be asked for from the various Governments, and the necessity for the legislation which authorises such guarantees being drawn in terms sufficiently wide to cover various eventualities. We are convinced, however, that, if such guarantees were given, there will be no insuperable obstacles in placing all necessary loans in due course, either in Austria or in money markets outside Austria, provided always that the Austrian Government and people have, in the meanwhile, proved that they are deserving of the assistance proposed by contributing by all means in their power to the efficient working of the reform plans and of the control established by the League of Nations.

Question 6

The Financial Committee is requested to state its opinion as to the conditions which are essential in any control that may be instituted in order to give effect to the recommendations made by the Committee with regard to the re-establishment of Austria's budget equilibrium and her credit.

ANSWER

The aim of the controlling authority should be to assist the Austrian Government and collaborate with it in carrying out the programme of radical reform upon the realisation of which depends the possibility of borrowing.

This programme must be adopted in advance by the Austrian Government, sanctioned by the Council of the League of Nations, or its Austrian Committee, and voted by the Austrian Parliament. But the vote of the Austrian Parliament cannot be regarded as a mere approval of general principles, which will leave the Austrian Government under the obligation of applying for specific legislative authority to carry out the series of measures of reform, involving reduction of expenditure and increase of taxation, which will have to be taken to put the plan into effect. The initial approval should be clearly understood as conferring on the Government full powers to take decisions of every kind *in agreement, with the Controlling Authority*, provided that they are in conformity with the approved programme and are directed to giving effect to it.

This programme, which will have been sanctioned by the League of Nations, will, further, become the charter of the Controlling Authority and the source of its powers. The Controlling Authority's task will be to ensure that it is carried into effect, but it will have no mandate to insist upon measures which go outside the limits of the programme, or are contradictory with it.

(1) This third alternative (c) was the one adopted by the Austrian Committee of the Council.

In order to be in a position to fulfil its mission, the Controlling Authority must have the right to determine the nature and form of the accounts, statements or periodical returns which it will require to be submitted to it; to ask for any information which it may regard as useful from any departments of Government; to verify, or cause to be verified, any accounts which it may think fit; and to make investigations on the spot if it so desires. The Bank of Issue, which will be the cashier of the State, should centralise all the accounts of receipts and expenditure, and submit periodical returns to the Controlling Authority, certifying receipts, expenditure and credit balances of the various departments of the Austrian State. No borrowing operation of any kind should be carried out without the prior authorisation of the Controlling Authority.

The produce of the revenues pledged for the various loans and the produce of any loans should be placed to the credit of special accounts in the Bank of Issue, and such accounts should not be allowed to be drawn upon without the prior authorisation of the Controlling Authority.

Question 7 (1)

The Financial Committee is requested to draw up a detailed report on the nature of the Control to be established in Austria.

ANSWER

In compliance with this desire, the Financial Committee has the honour to commend to the attention of the Austrian Committee of the Council the following observations which express its unanimous opinion.

The organisation of a form of control to be applied to Austria raises new problems, for the solution of which precedents can only be appealed to with the greatest caution.

The functions of control, as the Austrian Committee has already defined them, on the recommendation of the Financial Committee, are to be imposed in accordance with a detailed scheme invested with a twofold authority: that of the Council of the League of Nations and that of the Austrian Parliament.

As regards the Austrian Government, which is to be endowed with full powers to give effect to this scheme, it is the duty of the Control Authority to insist upon the execution of the scheme.

Hence it follows that: (1) the appointment and the dismissal of the Agents of the Control Authority must rest entirely in the hands of the Council of the League of Nations, under the authority of which the execution of the scheme is to be carried out; and (2) that the Council cannot regard the execution of the scheme as a matter with which it has no further concern, and that periodical reports ought to be submitted to it setting out the progress of the work of reform.

It may, however, be asked whether the Council ought to confine its duties within these limits.

It would appear that, if defects or abuses should be ascertained in carrying out this scheme, the Council should continue to be the supreme authority to consider them.

It is, however, desirable that the agents of the Control Authority should have undivided responsibility, and that the Council should not be involved, as the result of constant or frivolous petitions, in interference in the financial administration of Austria. Only by defining in accurate terms the cases where an appeal can be made to the Council for a decision, and the party to whom this right of appeal should be granted, will it prove possible to eliminate these disadvantages.

(1) Dated September 26th, 1922.

Among the parties interested, the first place must be given to the Austrian Government.

Consideration, however, should also be given to the rights of the guarantor Governments. The latter, indeed, cannot remain indifferent to the progress of a policy which aims at healthier conditions. They will wish to know whether the latter will have the effect of diminishing or increasing the risks attaching to their guarantees, but it must be clearly understood that only abuses which are of a nature to endanger the satisfactory execution of the programme should give rise to an appeal.

How can the guarantor Governments be enabled to protect their interests, which demand that the programme of supervision should be properly carried out?

It would appear *prima facie* that the duty of supervision cannot be entrusted to representatives of the guarantor Governments. The supervision must be carried out under the control of the Council of the League of Nations alone. In the interests of Austria herself, in order that the Council may fully maintain its superior authority and carry out its role of arbiter, it would be impracticable to confuse the task of supervision, which is to be accomplished in its name, with the representation of the Governments concerned, which possess a recognised right of appeal. It would, however, be reasonable that the representatives of the guarantor Governments should form a committee and should have the right to examine the execution of the programme and to receive necessary information for their enlightenment.

What relations would in that case be established between this committee and the supervising authority?

If the Council is to remain the supreme authority, it would no doubt be undesirable that this committee should be in daily communication with the Controller. We therefore propose that the committee should meet periodically—every three or six months, for example—and for preference at the seat of the League of Nations. In any conference with the representatives of the Control Authority, the committee would be entitled to ask for any information or explanation, but they would not have the right to give instructions. If any serious difficulties should arise, or should there be any question of serious abuse, the Council would be called upon to arbitrate in the matter.

The further question arises whether the duty of supervision should be entrusted to a single agent or to a body of persons. In order to reduce to a minimum the expenses of Control and to ensure the necessary uniformity of view, a single Controller would be highly preferable. It should be open to him to secure the help of technical assistants.

The costs of Control would be fixed by a decision of the Council of the League of Nations, and would be charged upon the Austrian budget.

The Control would come to an end, as a result of a decision of the Council of the League of Nations, when that body was of opinion that the financial stability of Austria had been attained by the execution of reforms without prejudice to any special control of the guarantees given to secure the interest on the loan.

GENERAL STATEMENT AS TO AUSTRIA'S POSITION

The Financial Committee has necessarily confined its examination of the measures required to re-establish Austrian finances within the sphere of financial considerations. It recognises that, apart from these considerations, there remains the problem of the fundamental economic position of Austria. Austria cannot permanently retain a sound financial position, even if she attains it for the time, and maintain her present population, unless her production is so increased and adapted as (with due allowance, of course, for her important invisible exports) to give her equilibrium also in her trade balance.

This balance is at present seriously adverse, partly, but certainly not wholly, as a result of inflation and currency dislocation. All possible measures, whether by the amelioration of the international economic relations, the encouragement of the conditions which would increase Vienna's entrepot, financial, and transit business, and of those which will attract further private capital towards the development of her productive resources are, therefore, of the greatest importance.

These are, however, outside the Financial Committee's province. If the appropriate financial policy is adopted and maintained, the Austrian economic position will adjust itself to an equilibrium, either by the increase of production and the transfer of large classes of its population to economic work, or economic pressure will compel the population to emigrate or reduce it to destitution. At the worst, this would be better than the wholesale chaos and impoverishment of the great mass of the town population which must result from the continuance of the present financial disorganisation, which affords no basis for such economic adaptation as is possible.

The Committee feels bound, in conclusion, to issue one word of grave warning. Austria has for three years been living largely upon public and private loans, which have voluntarily or involuntarily become gifts, upon private charity and upon losses of foreign speculators in the crown. Such resources cannot, in any event, continue and be so used. Austria has been consuming much more than she has produced. The large sums advanced, which should have been used for the re-establishment of her finances and for her economic reconstruction, have been used for current consumption. Any new advances must be used for the purposes of reform; and within a short time Austria will only be able to consume as much as she produces. The period of reform itself, even if the new credits are forthcoming, will necessarily be a very painful one. The longer it is deferred the more painful it must be. At the best, the conditions of life in Austria must be worse next year, when she is painfully re-establishing her position, than last year, when she was devoting loans intended for that purpose to current consumption without reform.

The alternative is not between continuing the conditions of life of last year or improving them. It is between enduring a period of perhaps greater hardship than she has known since 1919 (but with the prospect of real amelioration—thereafter the happier alternative), or collapsing into a chaos of destitution and starvation to which there is no modern analogy outside Russia.

There is no hope for Austria unless she is prepared to endure and support an authority which must enforce reforms entailing harder conditions than those at present prevailing, knowing that in this way only can she avoid an even worse fate.

The following members constituted the Financial Committee when studying the above questions:

Chairman: M. JANSSEN

Members: M. ARAI

M. AVENOL

Sir Basil BLACKETT

Mr. FASS (substitute for Sir Basil Blackett)

Dr. POSPISIL

Sir Henry STRAKOSCH

Temporary Members: M. Maggiorino FERRARIS

M. A. SARASIN

V. Protocols

CONTAINING THE SCHEME FOR THE FINANCIAL RECONSTRUCTION OF AUSTRIA

*Elaborated by the Council of the League of Nations and signed at Geneva,
October 4th, 1922*

No. 1

Declaration

THE GOVERNMENT OF HIS BRITANNIC MAJESTY, THE GOVERNMENT OF THE FRENCH REPUBLIC, THE GOVERNMENT OF HIS MAJESTY THE KING OF ITALY, AND THE GOVERNMENT OF THE CZECHOSLOVAK REPUBLIC,

Of the one part,

At the moment of undertaking to assist Austria in her work of economic and financial reconstruction,

Acting solely in the interests of Austria and of the general peace, and in accordance with the obligations which they assumed when they agreed to become Members of the League of Nations,

Solemnly declare:

That they will respect the political independence, the territorial integrity and the sovereignty of Austria;

That they will not seek to obtain any special or exclusive economic or financial advantage calculated directly or indirectly to compromise that independence;

That they will abstain from any act which might be contrary to the spirit of the conventions which will be drawn up in common with a view to effecting the economic and financial reconstruction of Austria, or which might prejudicially affect the guarantees demanded by the Powers for the protection of the interests of the creditors and of the guarantor States;

And that, with a view to ensuring the respect of these principles by all nations, they will, should occasion arise, appeal, in accordance with the regulations contained in the Covenant of the League of Nations, either individually or collectively, to the Council of the League, in order that the latter may consider what measures should be taken, and that they will conform to the decisions of the said Council;

THE GOVERNMENT OF THE FEDERAL REPUBLIC OF AUSTRIA,

Of the other part,

Undertakes, in accordance with the terms of Article 88 of the Treaty of St. Germain, not to alienate its independence; it will abstain from any negotiations or from any economic or financial engagement calculated directly or indirectly to compromise this independence.

This undertaking shall not prevent Austria from maintaining, subject to the provisions of the Treaty of St. Germain, her freedom in the matter of customs tariffs and commercial or financial agreements, and in general, in all matters relating to her economic regime or her commercial relations, provided always that she shall not violate her economic independence by granting to any State a special regime or exclusive advantages calculated to threaten this independence.

The present Protocol shall remain open for signature by all the States which desire to adhere to it.

In witness whereof the undersigned, duly authorised for this purpose, have signed the present Declaration (Protocol I).

Done at Geneva in a single copy, which shall be deposited with the Secretariat of the League of Nations and shall be registered by it without delay, on the fourth day of October one thousand nine hundred and twenty-two.

(Signed) BALFOUR
G. HANOTAUX
IMPERIALI
{ KRČMÁŘ
{ POSPISIL

(Signed) SEIPEL

Certified true copy:

Director of the Legal Section of the Secretariat of the League of Nations

No. II

With the object of assisting Austria in the work of her economic and financial restoration, the BRITISH, FRENCH, ITALIAN, CZECHOSLOVAK AND AUSTRIAN GOVERNMENTS have by common consent drawn up the following provisions:

ARTICLE 1

The *Austrian Government* may create, under the guarantee resulting from the present Convention, the amount of securities necessary to yield an effective sum equivalent to not more than 650 millions of gold crowns. The capital and interest of the securities so issued shall be free from all taxes, dues or charges for the benefit of the Austrian State.

ARTICLE 2

The expenses of issue, of negotiation and of delivery, shall be added to the capital of the loan as fixed under the preceding Article.

ARTICLE 3

The service of the interest and amortisation of the loan shall be assured by means of an annuity provided by the revenues assigned as security for this loan in accordance with the provisions contained in Protocol III.

ARTICLE 4

The yield of the loan may not be employed except under the authority of the Commissioner-General appointed by the Council of the League of Nations and in accordance with the obligations contracted by the Austrian Government and set out in Protocol III.

ARTICLE 5

The *British, French, Italian and Czechoslovak Governments*, without prejudice to action by other Governments which may accede to the present Convention, undertake to ask without delay from their Parliaments authority to guarantee (subject always to the approval by the Austrian Parliament of Protocol III, and to the voting by that Parliament of the law contemplated in Article 3 of the said Protocol) the service of the annuity of this loan, up to a maximum of 84 per cent., to be shared under special arrangements between the parties concerned.

ARTICLE 6

Each of the four Governments shall have power to appoint a representative on the Committee of Control the functions of which are determined by the provisions set out below. Each such representative shall have twenty votes.

Those Governments which may agree to guarantee the remainder of the annuity which is not covered by the guarantee of the British, French, Italian and Czechoslovak Governments, shall in like manner have power either to appoint one representative each, or to agree among themselves to appoint common representatives. Each representative shall have one vote for every 1% guaranteed by his Government.

ARTICLE 7

The method of application of the guarantee, the conditions of the loan, the issue price, the rate of interest, the amortization, the expenses of issue, of negotiation and of delivery, shall be submitted for the approval of the Committee of Control constituted by the guarantor States. The amount of the annuity necessary for the service of interest and amortization of the loan shall likewise be approved by the Committee of Control. Every loan proposed by the Austrian Government, and not falling within the conditions of the programme contemplated in Protocol III shall first be submitted for the approval of the Committee of Control.

ARTICLE 8

The Committee of Control shall determine the conditions under which the advances by the Governments should be effected in the event of the guarantee coming into operation, and the method of repaying such advances.

ARTICLE 9

Within the limits fixed by the contracts under which they are issued, the Austrian Government shall have the right to effect conversion of the loans with the consent of the Committee of Control; it shall be obliged to exercise this power on the request of the Committee of Control.

ARTICLE 10

The Committee of Control shall have the right to require the production of periodical statements and accounts and any other information urgently needed in regard to the administration of the revenues assigned as security; it may bring to the attention of the Commissioner-General any administrative changes and improvements calculated to increase their productivity. Any changes in the rates producing such revenues which might be such as to reduce their minimum total yield, expressed in gold, as this may be determined before the issue of the loans in order to provide the necessary annuities, shall first be submitted for the approval of the Committee of Control. The same rule shall apply to proposed contracts for the concession or farming out of those revenues.

ARTICLE 11

In case the yield of the assigned revenues should be insufficient and should involve a possibility of bringing into operation the guarantee of the Governments, the Committee of Control may require that other revenues sufficient to meet the service of the annuity shall be assigned as security.

Any draft instrument or contract which is likely materially to change the nature, condition or administration of the public domain of Austria shall be communicated to the Committee three weeks before the instrument becomes final.

ARTICLE 12

The Committee of Control shall meet from time to time at such dates as it may itself determine, preferably at the seat of the League of Nations. It shall communicate only with the Commissioner-General, who shall be present or shall be represented at the meetings of the Committee of Control. The decisions

of the Committee shall be taken by an absolute majority of the votes present; provided always that a majority of two-thirds of the votes present shall be required for any decisions under Articles 7 and 8.

An extraordinary meeting of the Committee of Control shall be convened on a request supported by not less than ten votes.

ARTICLE 13

The Committee of Control, or any one of its members, may demand any information or explanations as to the elaboration and the execution of the programme of financial reform. The Committee may address any observations or make any representations to the Commissioner-General which it recognises to be necessary to safeguard the interests of the guarantor Governments.

ARTICLE 14

In the event of abuse, the Committee of Control or any guarantor State may appeal to the Council of the League of Nations, which shall give its decision without delay.

ARTICLE 15

In the event of any difference as to the interpretation of this Protocol, the parties will accept the opinion of the Council of the League of Nations.

In faith whereof the undersigned, duly authorised for this purpose, have signed the present protocol.

Done at Geneva in a single copy, which shall be deposited with the Secretariat of the League of Nations and shall be registered by it without delay, on the fourth day of October, one thousand nine hundred and twenty-two.

(Signed) BALFOUR
G. HANOTAUX
IMPERIALI
{ KRČMAR
{ POSPISIL

(Signed) SEIPEL

Certified true copy:

Director of the Legal Section of the Secretariat of the League of Nations

Annexes to Protocol II

PREAMBLE

1. The guarantee granted by the States signatories of Protocol II shall be employed for an Austrian loan of 650 million gold crowns, bonds for which shall all be of the same character and shall offer the same security, the Financial Committee having calculated that the Austrian deficit needs to be increased from 520 to 650 million gold crowns so as to take into account the advances made by certain Governments in the course of this year, which carry the right to repayment either from the proceeds of the loan organised by the League of Nations, or in securities enjoying the same guarantees and the same advantages.

2. In order, however, that the advances which may result from the guarantee of that part of the Austrian loan which should be devoted to the repayment of advances already made may not devolve on States not interested in this repayment, and in order that the sacrifices which may ultimately have

to be asked of those States should not be greater than those which would be entailed in the guarantee by them of a loan of 520 million gold crowns, the Governments entitled to repayments from the Austrian Government (the British, French, Italian and Czechoslovak Governments) have laid down the provisions which form the subject of Annex B.

ANNEX A

The French, Italian and Czechoslovak Governments undertake to assign for the guarantee of the issues of Treasury bonds or similar Treasury operations, guaranteed by the gross receipts of the Customs and tobacco monopolies and envisaged in the report of the Financial Committee for the period previous to the Vote by the various Parliaments of authority for the guarantees, the balance of the advances promised in 1922 to the Austrian Government, the total amount of which was fixed at

France	55 million francs,
Italy	70 million lire,
Czechoslovakia	500 million Czechoslovak crowns.

By the word "balance" should be understood not only the sums not yet paid in respect of the above totals, but those which, having been paid, might be capable, by reason of their present employment, of being liberated for a different use with the consent of the Austrian Government. As soon as this has been obtained, the balances, as here defined, should be placed without delay at the disposal of the Austrian Government to be utilised—under the authority of the Commissioner General or of the Provisional Delegation of the Council—in the Treasury operations referred to above.

As soon as the legislation voted by the various Parliaments authorising guarantees shall have obtained a total of at least 80%, the balances of the advances thus utilised as guarantees shall be liberated and reimbursed to the Governments interested.

Done at Geneva on October the fourth, one thousand nine hundred and twenty-two.

(Signed) BALFOUR
G. HANOTAUX

(Signed) IMPERIALI
{ KRČMÁŘ
{ POSPISIL

Certified true copy:

The Director of the Legal Section of the Secretariat of the League of Nations

ANNEX B

The apportionment of the guarantee between the four Governments, British, French, Italian and Czechoslovak, provided for in Article 5 of Protocol II and paragraph 2 of the preamble shall take place in accordance with the following provisions:—

1. The guarantee of the annuities corresponding to the sum of 130 millions required for the reimbursement of the advances referred to in the first paragraph of the preamble, shall be apportioned as to one-third to each of the British, French and Czechoslovak Governments.

2. With regard to the sum required for the reimbursement of the Czechoslovak credit, amounting to about 80 million gold crowns, the Czechoslovak Government undertakes to limit to 60 million gold crowns the total of the reimbursement which it will have the right to claim from the proceeds of the loan. It will accept in payment of this share of 60 millions, bonds of this loan issued over and above the total of the effective subscriptions. With regard to

the balance of this claim, it will be satisfied that it should be covered by securities in Czechoslovak crowns and enjoying the same rights and guarantees as the bonds of the loan, but it is understood that these securities shall not benefit by the guarantee of the other Governments, and may be issued in excess of the sum of 650 millions.

The British and French Governments, which are entitled, by the terms of their contracts, to complete reimbursement of the amount of their advances out of the proceeds of the first loan, accept a scale of progressive repayment, charging the larger part of the repayment on the later instalments of the loan.

Italy shall have the right of reimbursement out of the proceeds of the loan in accordance with a scale of payment identical with that adopted for the English claim, on that part of its advance which shall not have been repaid after having been utilised in accordance with the terms in Annex A. In the case of the guarantee coming into force, Italy shall, in respect of the guarantee of the 130 millions, be responsible only for the liability appertaining to that part of the annuity of the loan which corresponds to the total.

To the extent to which Italy shall thus be led to assume a portion of the guarantee of the 130 millions, the share of the guarantee borne by France, Czechoslovakia and Great Britain shall be correspondingly diminished.

Done at Geneva, the fourth day of October, one thousand nine hundred and twenty-two.

(Signed) BALFOUR
G. HANOTAUX
IMPERIALI
{ KRČMÁŘ
{ POSPISIL

(Signed) SEIPEL

Certified true Copy:

The Director of the Legal Section of the Secretariat of the League of Nations

EXPLANATORY NOTE

From a comparison of Article 5 of Protocol II (which fixes at a maximum of 84% the guarantee to be given by the four Governments and to be apportioned as may be arranged) with the Preamble and with Annex B, it follows:

That each of the four Governments undertakes to guarantee 20% of the annuity corresponding to the capital of the loan floated to meet the deficit of 520 millions;

That the apportionment of the guarantee for the remainder of the annuity, which corresponds to the difference (130 millions) between the total of 650 and this sum of 520 millions, will be made in accordance with Annex B.

(Signed) BALFOUR
G. HANOTAUX
IMPERIALI
{ KRČMÁŘ
{ POSPISIL

No. III

The under signed, acting in the name of the Austrian Government, and duly authorised for this purpose, declares that he accepts the following obligations:

1. The Austrian Government will ask its Parliament to ratify the political declaration signed by it which is the subject of Protocol I.

2. The Austrian Government will, within one month, in collaboration either with the Commissioner-General, whose functions form the subject of paragraph 4 below, or with such provisional delegation of the Council of the League of Nations as may be appointed for the purpose, draw up a programme of reforms and improvement, to be realised by stages and designed to enable Austria to re-establish a permanent equilibrium of her budget within two years, the general outline of which is defined in the report of the Financial Committee (Annex). This programme must place Austria in a position to satisfy her obligations by the augmentation of her receipts and the reduction of her expenditure; it will exclude any recourse to loans except under the conditions determined by it; it will prohibit by the terms of the statutes to be drawn up for the Bank of Issue which is to be created, any further monetary inflation.

It should further enable Austria to assure her financial stability on a permanent basis by a series of measures leading to a general economic reform. The report of the Economic Committee dealing with this aspect of the problem shall be duly communicated to the Commissioner-General.

It is understood that, if the first programme should appear in practice to be insufficient to re-establish permanent equilibrium of the budget within two years, the Austrian Government will be bound, in agreement with the Commissioner General, to introduce therein the modifications appropriate to the result which it is essential to attain. The Austrian Government will ask its Parliament to approve the above-mentioned plan.

3. The Austrian Government will forthwith lay before the Austrian Parliament a draft law giving during two years to any Government which may then be in power full authority to take all measures, within the limits of this programme, which in its opinion may be necessary to assure at the end of the period mentioned the re-establishment of budgetary equilibrium without there being any necessity to seek for further approval by Parliament.

4. Austria accepts the nomination by the Council of the League of a Commissioner-General who shall be responsible to the Council and removable by it. His functions are defined in broad outline in the report of the Financial Committee.

His duty will be to ensure that the programme of reforms is carried out and to supervise its execution. The Commissioner-General shall reside at Vienna. He may provide himself with the necessary technical personnel. The expenses of the Commissioner-General and of his office shall be approved by the Council and supported by the Austrian Government. The Commissioner-General shall present monthly to the Council a report upon the progress of the reforms and the results achieved. This report shall be communicated without delay to the members of the Committee of Control.

The Austrian Government agrees that it may not dispose of any funds derived from loans, or undertake any operation with a view to discounting the proceeds of loans, except by authorisation of the Commissioner-General; provided that the conditions which the Commissioner-General may attach to such authorisation shall have no other object than that of assuring the progressive realisation of the programme of reforms and of avoiding any deterioration of the assets assigned for the service of the loan.

If the Austrian Government considers that the Commissioner-General has abused his authority, it may appeal to the Council of the League of Nations.

The functions of the Commissioner-General shall be brought to an end by a decision of the Council of the League of Nations, when the Council shall have ascertained that the financial stability of Austria is assured, without prejudice to any special control of the assets assigned for the service of the loan.

5. The Austrian Government will furnish as securities for the guaranteed loan, the gross receipts of the customs and of the tobacco monopoly, and, if the Commissioner-General should deem it necessary, other specific assets determined in agreement with him. It will not take any measure which in the opinion of the Commissioner-General would be such as to diminish the value of such assets so as to threaten the security of the creditors and of the guarantor States. In particular, the Austrian Government may not, without the approval of the Commissioner-General, introduce into the rates producing the revenues assigned as security any changes which might be such as to reduce their minimum total yield expressed in gold as this may be determined, before the issue of the loans, in order to provide for the necessary annuities.

The yield of the gross revenues assigned as security will be paid into a special account, as and when collected, for the purpose of assuring the service of the annuity of the loans. The Commissioner-General may alone control this account. The Commissioner-General may require such modifications and improvements as may increase the productivity of the revenues assigned as security. If, notwithstanding such representations, it should appear to him that the value of these assets is seriously prejudiced by their management by the Austrian Government, he may require that this management shall be transferred to a special administration, either by the constitution of a Government monopoly, or by the grant of concessions of or leases.

6 a). The Austrian Government undertakes to grant no concessions which, in the opinion of the Commissioner-General, might be such as to compromise the execution of the programme of reforms.

b) The Austrian Government will surrender all right to issue paper money and will not negotiate or conclude loans except in conformity with the programme above set out and with the authorisation of the Commissioner-General. If the Austrian Government should consider itself obliged to envisage the issue of loans not covered by the conditions of the programme contemplated in this Protocol, it would first submit such plans for the approval of the Commissioner-General and of the Committee of Control.

c) The Austrian Government will ask its Parliament to make such modifications as are considered necessary, in accordance with the report of the Financial Committee (Annex), both in the statutes of the Bank of Issue and, should the occasion arise, in the Law of July 24th, 1922 (*Bulletin des Lois* No. 490). The statutes of the Bank of Issue shall assure its complete autonomy in its relations with the Government. The Bank should be responsible for the cash transactions of the State, it should centralise the Government's receipts and payments and should furnish periodical financial statements at the dates and in the form which may be determined in agreement with the Commissioner-General.

d) The Austrian Government will take and carry out all decisions necessary for the full realisation of the programme of reforms, including all necessary administrative reforms and the indispensable alterations in the legislation.

7. The Austrian Government will take all measures necessary to ensure the maintenance of public order.

8. All obligations defined above relating to the functions of the Commissioner-General or to financial or administrative reforms, so far as they relate to a period subsequent to January 1st, 1923, are conditional and shall not become finally binding until the British, French, Italian and Czechoslovak Governments have confirmed their promised guarantees by the approval of their respective Parliaments.

Nevertheless, the Austrian Government definitely undertakes:

a) to take as from the present date all measures in its power to reduce the deficit: these measures are to include, in particular, increases in the railway, postal and telegraphic rates, and in the sale prices of the products of the monopolies.

b) to submit immediately to the Austrian Parliament the draft law contemplated in paragraph 3, which will give for two years to the Government now in office, or to any succeeding Government, full authority to take all measures which in its opinion may be necessary to assure the re-establishment of budgetary equilibrium at the end of that period.

c) to prepare immediately a programme of reform, to set in motion the necessary legislative action and to apply the first measures of execution contemplated by the programme, between the present date and January 1st, 1923.

9. In the event of any difference as to the interpretation of this Protocol the parties will accept the opinion of the Council of the League of Nations.

The present Protocol shall be communicated to those States which have signed Protocol II signed at Geneva on October 4th, 1922.

In faith whereof the undersigned, duly authorised for this purpose, has signed the present Protocol.

Done at Geneva in a single copy, which shall be deposited with the Secretariat of the League of Nations, and shall be registered by it without delay the fourth day of October nineteen hundred and twenty-two.

(Signed): SEIPEL

Certified true copy:

Director of the Legal Section of the Secretariat of the League of Nations

VI. Resolution adopted by the Council of the League of Nations on Wednesday, October 4th, 1922

The Council received from the President of the Conference of the Principal Allied Powers, held in London on August 15th, 1922, a request to study the situation in Austria.

The Council invited the Austrian and Czechoslovak Governments to sit on the Council. A sub-committee, composed of Delegates of Great Britain, France, Italy, Czechoslovakia, and Austria, was asked to prepare the resolutions to be submitted to the Council. These proposals have just been received by the Council.

In accordance with these proposals, the Council approves, with the addition of the provisions mentioned below, the scheme submitted: Protocols I, II and annexes and III.

It agrees to accept the duties and responsibilities involved by the proposals, and recommends that every State desiring to assist in the reconstruction of Austria by taking part in the execution of the scheme should adhere to Protocols I and II.

The Council invites the Austrian Sub-Committee to continue to watch over any developments in the situation, in order that it may be in a position to present a report whenever such a step is considered necessary.

The Sub-Committee is asked to nominate without delay the Commissioner General mentioned in Protocols II and III; this nomination shall be ratified by the Council. It is understood that the Commissioner General should not belong to one of the four Principal Powers taking part in the loan or to one of the countries adjoining Austria.

The Council, on the proposal of the Guarantor States which have signed Protocol II, decides that the Presidency of the Committee of Control of the Guarantor States shall, as long as the system of control defined in Protocols II

and III remains in force, be filled by the Italian member of the Committee, and the Vice-Presidency by the Czechoslovak member of the Committee.

With reference to the above resolution it is understood that the period in question does not refer to the special control envisaged in paragraph 4 of Protocol III.

The French text of the Protocols and annexes shall be the authentic text.

VII. Speech by Mgr. Seipel, Austrian Chancellor

at the public meeting of the Council of the League of Nations, held in Geneva on October 4th, 1922, when the three protocols regarding the financial reconstruction of Austria were signed.

MR. PRESIDENT AND GENTLEMEN,

On September 6th I appeared before you, the Council of the League of Nations, in order to lay before you the anxieties, doubts and needs of Austria. Anxiety compelled me to emphasise the doubts which filled the minds of many of our people, when the London Conference, finding that it was unable itself to afford the guarantees for the economic reconstruction of Austria, again referred our cause to the League of Nations.

The League of Nations took a great step forward when you, Gentlemen, appointed the Austrian Committee, of which, besides Austria herself, only such powers were members as were prepared from the outset not only to help us, but also to admit all other States to a share in their activities, and who, moreover, were not inspired by the ambition to act entirely on their own authority, but, preferring to act under the direction of the League of Nations, thereby ensured success.

But the Austrian Committee needed time for its work. It needed more time than the anxious impatience of the Austrians who feared for the existence of their country, were prepared to allow; the time expended was, however, short in the opinion of those who, taking an active part in the negotiations came to learn the number and magnitude of the difficulties to be surmounted. When, on this occasion, we appeared before the League of Nations, we were firmly resolved not to go away until the relief work for Austria was organised, either by the League, or, failing that, without its help. Thank God, we can say to-day: the League of Nations has not failed us, the great idea lives—the idea that a Supreme Court exists, composed of members of the nations themselves; a court which, when a people is in such dire need that it cannot help itself, will effectually call upon the others to help, and which will perhaps by so doing unostentatiously relieve the world of burdens laid upon it by the sins of the past years, this great idea lives.

The success on which the League of Nations can congratulate itself to-day is due to the untiring perseverance with which all those to whom it has entrusted the work have worked for the Austrian cause. It was a great pleasure to me to be present at some of the Meetings of the Council, and to have an opportunity of witnessing the zeal of its members, and the efficiency of its methods. To watch the Austrian Committee at work under the chairmanship of Lord Balfour roused my highest admiration as a public man, and the results it has achieved fill my Austrian heart with gratitude. I wish to express the profound gratitude of my country to all the eminent men who, in the Council or at the Assembly, in the Austrian Committee and in the Secretariat and the various permanent committees of the League of Nations have worked 'for' the solution of the problem we have submitted to them.

I earnestly hope, for their sakes and ours, that the scheme they have worked out in the course of these weeks will soon become a living reality, and an established fact.

It is mainly for us Austrians to make this work of the League's live. We beg you to believe that we are prepared for action. In accordance with the institutions of a democratic State, I shall on my return, have to give an account of every word I have said, every promise I have made, every obligation I have undertaken. There will probably be a few weeks of sharp opposition. If you hear of anything of the kind, do not be surprised, do not draw wrong conclusions.

The scheme for the economic reconstruction of Austria, which has been drawn up by the League of Nations and the Austrian representatives in closest collaboration, imposes solemn responsibilities on all parties, including the League, the States called upon to furnish a special financial guarantee and on Austria herself. In approving this scheme I am fully aware of the great and heavy demands I shall have to make upon my Government, the Austrian Parliament and upon all classes of the Austrian people. But I am not deterred by doubts; and I beg you, too, Gentlemen, to lay aside all doubts: Austria will not fail to make every sacrifice she considers necessary. For even if a Government should lack the courage to carry out unreservedly all the obligations we have undertaken here, the Parliament will be stronger, and will, in case of need, appoint another and a better Government, since it will assuredly not undertake the responsibility of rejecting the promise of salvation now held out to Austria by the League of Nations,—and behind the Parliament stands the whole Austrian people. This people demands to live, it claims to fill its appointed place in the great family of peoples, and will therefore not shun the sacrifices without which no assistance, however willingly given, is of any avail.

How we shall rejoice, Gentlemen, when, in a few years' time, an Austrian Chancellor can again appear before the League of Nations or its Council and say:—Austria is rehabilitated, her economic administration is sound, her people are living, if not in affluence, at least not in crushing poverty; Austria has proved that she can manage her own affairs; You may now set her free from financial control.

That will be a glorious day for Austria, and not less glorious for the League of Nations.

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I. Summary of the Month

Important introductory measures in connection with the League scheme for the financial reconstruction of Austria have been completed by the Austrian Government, in close collaboration with the League's Provisional Delegation in Vienna. The Geneva protocols have been ratified, a programme of reforms has been adopted by the Austrian Parliament, a constitutional law has been passed giving the necessary powers to the Government, and the new Bank of Issue

has been formally established and will probably be opened during December. Temporary credit operations have been started and the issue of paper money has been stopped. Signs of confidence in Austria's future are to be found in the facts that the crown has remained stable since August 25th, the index figures of prices has shown a reduction during October and November, and deposits in the banks and savings banks are increasing.

There is to be an extraordinary session of the Permanent Court of International Justice on January 8, 1923, for the purpose of giving an advisory opinion as to whether the French nationality decrees in Tunis and Morocco are solely matters of domestic concern for France, the preliminary point in a question on which the British and French Governments had been unable to come to an agreement.

The first half of the international course for public health officials was concluded at Brussels and the second half begun in Italy during November. An Expert Committee of the League's Health Committee met in London to collect information regarding the prevalence of sleeping sickness and tuberculosis among the native population in tropical Africa, and a second general conference for the standardisation of sera and serological tests was held in Paris. The League Epidemic Committee has transferred Dr. Haigh to the Near East to serve with Dr. Nansen's organisation in connection with sanitary and epidemic questions in refugee camps, and Dr. Norman White has been sent by the League Health Organisation to conduct a health enquiry in the chief ports of the Far East. Valuable information is contained in the periodical reports and in the *Epidemiological Intelligence* issued by the Health Section.

The Committee on Intellectual Co-operation has issued an appeal on behalf of intellectual life in Austria, where the position of brain-workers is becoming worse daily; the appeal is addressed to Universities, Academies and learned societies in all countries.

On the social and humanitarian side of the League's work, the High Commissariat for Russian refugees continues to make progress. Dr. Nansen, whose refugee organisation is also being utilised in connection with the Asia Minor refugees, has been actively engaged upon this question during the month, and he has issued a public appeal for the refugees. It was specifically stated at the time the League consented to the use of the refugee organisation for this purpose that the League would not be responsible in any way for the actual work of relief. Various enquiries have been circulated during the month in connection with the opium traffic. The Government of the United States has appointed a representative to attend in a consultative and unofficial capacity the next session of the League's Permanent Advisory Committee on the Traffic in Women and Children.

The Secretary-General has paid a visit to Belgrade on the invitation of the Government of the Serb- Croat- Slovene Kingdom.

II. General Questions

1. PERMANENT COURT OF INTERNATIONAL JUSTICE

Nationality Decrees in Tunis and Morocco. — The President of the Permanent Court of International Justice has summoned an extraordinary session for January 8th, 1923, to consider the matter referred to it by the Council concerning the difference between the British and French Governments regarding the French nationality decrees in Tunis and Morocco (French zone).

The Council decided that the Court should be asked for an advisory opinion as to whether the dispute is or is not, by international law, solely a matter of domestic jurisdiction for France, and the French and British Governments.

were requested to agree as to the methods and date on which the matter should be brought before the Court. It is in accordance with the desire expressed by the British and French Government that the President has summoned the Court for 8th. It will be composed as follows:

M. LODER (PRESIDENT)	}	JUDGES
M. WEISS (VICE-PRESIDENT)		
LORD FINLAY		
M. NYHOLM		
MR. MOORE		
M. ALTAMIRA		
M. ANZILOTTI		
M. HUBER	}	DEPUTY-JUDGES
M. BEICHMANN		
M. NEGULESCO		

According to the procedure agreed upon, the French and British Governments have already deposited memoranda to be filed by the Court. The latest date for the communication of countermemoranda is December 23rd. Both Governments have expressed the desire to make oral statements and have appointed agents to take charge of their interests in the case; M. Mérillon, Attorney-General, Cour de Cassation, Paris, for France; and Mr. George Mounsey, Head of the Treaty Department of the Foreign Office, for Great Britain.

The counsel appearing on behalf of each Government may not exceed two.

2. THE SECRETARY-GENERAL'S VISIT TO BELGRADE

At the invitation of the Government of the Serb-Croat-Slovene Kingdom, Sir Eric Drummond, Secretary-General of the League of Nations, paid a visit to Belgrade between October 31st and November 3rd. He was accompanied by M. Attolico, Under Secretary-General, and three other members of the Secretariat.

The Mission, towards which the greatest cordiality and hospitality was extended from all sides, was received by the Queen and Prince Paul of Serbia the King being indisposed. It met various leading personalities of the Kingdom, notably M. Pachitch, President of the Council of Ministers, and M. Ninchitch, Minister for Foreign Affairs, and was received by journalists and others.

Certain aspects of the activities of the League of particular interest to the Serb-Croat-Slovene Kingdom were discussed at these meetings. While appreciation of the work of the League was the dominant note at these discussions, the mission was able to give full explanations on various points with regard to which further information was desired.

The Secretary-General and M. Mantoux, Director of the Political Section, spoke at a meeting of the Serb-Croat-Slovene Association for the League of Nations, at which the President, M. Zujovitch, took the chair.

The mission also paid a visit to Karlovci, where they were received by the Patriarch. All the bishops of the Kingdom were present and speeches were delivered by the Patriarch and the Secretary-General, both of whom emphasised the common aim of the churches and the League of Nations in extending peace and goodwill among the peoples of the world.

In the several speeches delivered by the Secretary-General during the course of his visit, he explained broadly the scope, character, and development of the League. In the three years of its existence it had developed rapidly and gained greatly in prestige and strength. When it started, there were two sets of people from whom it stood in danger—those who scoffed at it as impotent and useless, and those who thought that its foundation had brought a new earth into being and that it would and should do everything at once.

The League was able to steer a mid course between these two extremes, and he felt sure that all who had taken part in the various Assembly and Council meetings had come to the definite conclusion that the League now rested on a solid basis and could undertake almost any task which its Members might allot to it. The League had been able, with one exception, to solve every question submitted to it, and he attributed this success to the fact that each particular question was treated on its sole merits.

The Secretary-General took the opportunity of expressing the gratitude of the League to the Government and to the country for the very generous treatment and unstinted help extended to the refugees from Russia.

3. AMENDMENTS TO THE COVENANT

The British Government has deposited at the Secretariat of the League the instrument of ratification of the amendment to the last paragraph of Article 6 of the Covenant (Allocation of Expenses), adopted by the second Assembly.

4. REGISTRATION OF TREATIES AND INTERNATIONAL ENGAGEMENTS

During the past month, a certain number of treaties and international agreements were presented for registration and publication by the Secretariat of the League.

The Finnish Government presented for registration a treaty of commerce and navigation concluded with Esthonia. The Swiss Federal Council registered a provisional agreement between Switzerland and Germany dealing with the fulfilment of the liabilities in Swiss currency of German insurance companies.

An exchange of notes between China and Mexico constituting an agreement for the provisional modification of the Treaty of Friendship, Commerce and Navigation, and an agreement between China and Japan dealing with the withdrawal of the Japanese troops stationed along the Kiautcheou-Tsinafou railway, were presented by the Chinese Government.

The diplomatic representatives at Berne of the Kingdom of the Serbs, Croats, Slovenes and the Czechoslovak Republic presented for registration the Treaty of Alliance concluded by their Governments on August 31st, 1922. This treaty is an amplification of a previous convention and contains additional clauses aiming at the maintenance of peace and the reinforcement of the political and economic bonds between the two States.

5. THE MUTUAL GUARANTEE SCHEME

The Acting President of the Council, M. da Gama, has addressed to the Governments of all States Members a letter requesting them to examine carefully the Assembly Resolution which deals with the preparation of a scheme of mutual guarantee to serve as a basis for the reduction of armaments.

The Assembly and the Council considered that knowledge of the opinions of the different Governments was indispensable in order to enable the Temporary Mixed Commission to proceed with its investigations and to formulate proposals embodying the principles contained in the Assembly Resolution.

III. Technical Organisations

1. THE ECONOMIC AND FINANCIAL ORGANISATION

a) The Financial Reconstruction of Austria

Important introductory measures necessary for the inauguration of the League's scheme for the financial reconstruction of Austria have been taken during the month of November by the Austrian Government in close collaboration with the League's provisional Delegation in Vienna. The Geneva protocols prescribe that before the guaranteed loans of 650 million gold crowns necessary to cover the State deficit during the reorganisation period of two years (1923 and 1924) can be issued at the beginning of next year, a sound foundation must be laid for the difficult work to be undertaken. For this purpose the protocols foresaw amongst other things, the conclusion of arrangements on the following points considered as essential:

1. The Austrian Government should frame, in collaboration with the Commissioner-General, or, pending his appointment, with a Delegation from the League, a programme of reform calculated to secure budget equilibrium by the end of 1924.

2. It must present to the Austrian Parliament a Bill giving, during the two years, to any government which may be in authority, full powers within the limits of the programme mentioned above to take all measures to assure budget equilibrium by the end of 1924, without the necessity of securing further approval by Parliament.

3. A new Bank of Issue should be established and the issue of uncovered notes by the Austrian Government should cease.

4. Treasury Bills should be issued by the Austrian Government secured partly by the unspent portion of the credits arranged by the French, Italian, and Czechoslovak Governments early this year, and partly by the customs and tobacco monopoly, in order to cover the deficit on the State budget till the end of the year.

During November, the Austrian Government has framed its programme of reform and passed the necessary legislation in full agreement with the Delegation of the League. The Geneva Protocols have been ratified, the laws and statutes necessary for the establishment of the Bank of Issue have also been passed, and it is expected that the Bank will open in December. In the meantime, the issue of notes has absolutely stopped and the Government is no longer meeting its expenses by inflation. Finally, the Austrian Parliament has also passed, unanimously, although only a two-thirds majority was necessary, the constitutional law designed to give the pleins pouvoirs required by the Protocols.

The arrangements concluded are briefly the following:

The Reform Programme. — With regard to this programme, the Provisional Delegation of the League has always considered that their duty was limited to seeing that the reforms to be made in the Austrian State finances gave the necessary assurance of budget equilibrium being attained by December 1924. It did not think that it should express an opinion as to the exact methods by which this result should be obtained. Consequently, the Delegation examined the draft programme presented by the Austrian Government only from this point of view, leaving it to the Government and to the political parties to agree in the details. The programme now adopted by the Austrian Parliament on November 27th is such that the Delegation is satisfied that, if properly executed, it will, by the end of 1924, secure budget equilibrium. The programme is divided into three chapters:

- a)* Reorganisation of the State enterprises;
- b)* Reorganisation of the State administration;
- c)* State receipts (Customs tariff and taxation).

In the limits of these three chapters, which together cover the whole organisation of the State, severe measures of economy, reduction of personnel and an increase of receipts, will be taken.

Full Powers for the Government. — On November 26th, the Austrian Parliament adopted a Bill instituting an Extraordinary State Council composed of the Federal Chancellor, the Vice-Chancellor, the other Federal Ministers, and twenty-six State Councillors to be elected by the National Council (Lower Chamber of the Austrian Parliament) in such a way that the various political parties will be represented in it in proportion to their present strength.

The Federal Government receives full powers:

- a) To take the necessary measures for the execution of the reform law, containing the programme mentioned above, in so far as this law does not already prescribe these measures itself;
- b) To take, in the event of the measures mentioned under a) being insufficient to re-establish budget equilibrium in two years, special measures to modify the reform law or to make the necessary additions to ensure that end by simple Orders in Council.

All the measures thus to be taken have to be decided by the Extraordinary State Council and will be executed by the Federal Government. For this purpose the Government submits the measures it is desirous of taking to the State Council, who is obliged to come to a decision within eight days, and, in certain cases, even within a period of three days. If no decision is taken within this period, the Government can without delay put the measures into force.

The members of the Extraordinary State Council have the right of initiative, but if they propose anything tending to increase expenditure or to reduce receipts or, in general, anything which is contradictory to the reform programme, their proposals will not be taken into consideration unless they indicate, at the same time, ways and means of covering the supplementary expenditure or of counterbalancing the reduced receipts.

New Bank of Issue. — The new Bank of Issue was formally established when the Austrian National Council, on November 14th, adopted a law and statutes for this purpose. It is intended to open the new bank during December.

The capital of the new bank will be of 30 million gold crowns, 25 millions of which will be kept as a deposit in the principal banking capitals of Europe and America. The administrative council will consist of thirteen members and a president, the latter being appointed by the President of the Republic on a candidature proposed by the Government. The Members of the Council are to be elected by the Assembly of shareholders in such a way that the various economic and financial groups of the country will be represented on it by at least one councillor. The cover for the Bank will consist of gold and stable foreign currencies, and will be increased progressively in fifteen years from one-fifth at the beginning to one-third at the end of that period. Provisionally, this cover will only serve for a part of the present paper circulation to be taken over by the new bank from the Austrian section of the old Austro-Hungarian Bank, whilst another part of that circulation will be considered as fiduciary. As, however, the State will gradually reimburse to the Bank part of its debts, the cover will, after a certain time, serve for the total circulation.

The statutes of the Bank contain, moreover, a stipulation prescribing that neither the Federation, nor the provinces, nor the municipalities are allowed to discount at the bank other than ordinary commercial bills under normal guarantees.

Temporary Credit operations. — One of the principal preoccupations of the Provisional Delegation of the League on their arrival in Vienna was to stop as soon as possible the issue of uncovered paper money, by means of which the Government had heretofore been financing the State, and consequently it was essential to replace this system by putting, at the disposal of the Treasury, gold credits which, as the report of the Financial Committee of the League had already foreseen, should be repayable out of the long-term loan. In accordance with the suggestions made already in Geneva, arrangements are in progress for obtaining credits from November 18th, when the issue of notes was stopped, until the middle or the end of February 1923, to a total amount of 130 millions gold crowns, which, in addition to receipts from taxation, will enable the Treasury to carry on. This amount is to be raised by the issue of three-month Treasury bills, renewable, if necessary, for a further three months and issued as follows: sixty millions in Austria, thirty of which have already been furnished by the Austrian banks in stable foreign currencies, while the remaining thirty are to be issued to the Austrian public. Of this last thirty millions, the Austrian banks have made themselves responsible for twenty millions. The total of sixty millions is guaranteed by the customs and tobacco monopoly.

The remaining balance of seventy millions is to be obtained by subscription abroad, the bills issued for this purpose having as security, in addition to the receipts of the customs and tobacco monopoly, the unspent portions of the French, Italian, and Czechoslovak credits (totalling fifty millions) and a further sum of about 15 million gold crowns rendered available by the liquidators of the Austro-Hungarian Bank.

Before giving their consent to the issue of these temporary credits, the delegation has come to an agreement with the Austrian Government on two important points: firstly, that the note press should be stopped, (this was done on November 18th); secondly, that money obtained from these credits can only be spent with the consent of the Provisional Delegation, and later on with the consent of the Commissioner-General. The Austrian Government has also accepted this condition.

Apart from the preliminary arrangements as made by the Austrian Government together with the Provisional Delegation of the League, it was, moreover, necessary to take several other measures for the execution of the Geneva Protocols.

At the same time, additional promises of guarantees to complete the 100% had to be obtained from other Governments than those which have at present signed the Protocols. It is important to state that the Spanish Government has promised to participate to the extent of 5% in the general guarantee, and that the Belgian Government has also in principle declared itself ready to take a share. The Swiss Government has declared itself ready to grant assistance to Austria to an amount of 20 million Swiss francs. Negotiations with other Governments on this subject are proceeding.

Appointment of a Commissioner-General. — Negotiations concerning the appointment of a Commissioner-General are in progress and a decision may be expected shortly.

Meeting of the Control Committee. — On November 25th, the Committee of Control, instituted by the Geneva Protocols and provisionally composed of representatives of the Powers which up till now have undertaken to participate in the Austrian Long-term Loan, held a preliminary meeting in Geneva under the presidency of M. Beneduce (Italy). The Committee discussed various technical details which will have to be inserted in the Bills to be submitted to the Parliaments of the guaranteeing States. Finally, it may be noted that there are already signs that confidence in Austria's future as an independent state with a stable economic life is already increasing as well in the country itself as out-

side. The crown has remained stable in exchange value since August 25th (1). At the same time, the index figure of prices in Austria has, during two successive months—October and November—shown a reduction. The deposits in the banks are increasing, and it is particularly interesting to note that this is also the case with the saving banks.

b) Arbitration Clauses in Commercial Contracts

The Secretary-General has communicated to States Members of the League the results of an examination by a legal and commercial sub-committee of the League's Economic Committee regarding the insertion of arbitration clauses in commercial contracts. Attached to this communication is the text of a resolution adopted by the Council at its meeting on September 16th, recommending States Members whose legislation or practice is still unfavourable to arbitration agreements between traders to take suitable action on the proposals of the Sub-Committee.

Recognising the great practical value of arbitration clauses in commercial contracts—which are often the means of avoiding disputes and, in general, of encouraging commercial honesty—the Sub-Committee, composed of Czechoslovak, Danish, English, French, German and Japanese experts, submitted a series of specific suggestions on the subject. The aim of these recommendations is to secure respect for arbitration clauses by traders who have agreed to them. To achieve this end, it would be necessary to alter State laws in so far as they assist or justify such traders in breaking an engagement.

The adoption by States Members of these measures would provide for greater uniformity in national legal systems and would enable the Economic Committee to proceed in the difficult problem of reciprocal enforcement of judgments of courts in one country by those of another.

c) A General Survey of Public Finance

In accordance with the resolutions of the international conferences of Brussels and Genoa, the Secretary-General has communicated to States Members a questionnaire drawn up for the purpose of a comparative study and general survey of the financial situation of the different States.

The International Financial Conference (Brussels 1920) requested the League to carry on the investigations started by the Conference regarding the finances of the different countries with a view to educating public opinion in such matters. The first result of the work of the League Economic and Financial Committee in this connection was the publication by the Economic and Financial Section of the Secretariat of a volume on public finance based on the replies of twenty-five different Governments to a questionnaire, and reviewing the financial position since 1920 of almost all European and several non-European States.

This publication was submitted to the Genoa Conference, which, fully appreciating the value of such work, decided to ask all Governments to communicate to the League regular statements on their financial situation so that the League might publish the information periodically. The Third Assembly, in its turn, requested States Members to afford all possible assistance to the Economic and Financial Committee in this respect.

(1) Crown exchange in New York during last nine months

April 1 st , 1922	0,000137	September 1 st , 1922	0,000014
May 1 st , 1922	0,000125	October 2 nd , 1922	0,000014
June 1 st , 1922	0,000093	November 1 st , 1922	0,000014
July 1 st , 1922	0,000052	December 1 st , 1922	0,000014
August 1 st , 1922	0,000022		

The questionnaire now circulated on behalf of the Economic and Financial Committee bears mainly on the following points: Budget estimates, the use made of funds voted, systems of taxation, the surplus or deficit of State revenues, domestic and external debts, the amount of loans to foreign Governments, the currency in which such loans are repayable, etc.

d) The Stabilisation of Customs Tariffs

In accordance with a resolution of the Council the Secretary-General has addressed to States Members a communication drawing their attention to the recommendation of the Economic Committee in regard to the stabilisation of Customs tariffs.

The Committee, realising the great inconvenience and injury caused to trade by the uncertainty arising from frequent changes in rates and classification of Customs tariffs, strongly recommends that all States should endeavour to ensure that their Customs tariffs remain applicable over a substantial period of time and that changes in rates and classification be effected as seldom as possible and only when they are necessitated by the essential economic needs of the country.

2. THE PROVISIONAL HEALTH ORGANISATION

a) The Interchange of Public Health Officials

The first half of the international course for public health officials⁽¹⁾ came to an end at Brussels in the beginning of November. The health officials from Belgium, Bulgaria, Czechoslovakia, Italy, Poland, Soviet Russia, Soviet Ukraine, and the Kingdom of the Serbs, Croats and Slovenes taking this course thereupon proceeded to Italy, where the second half of the course began on November 11th under the guidance of Dr. Lutrario, head of the Italian Health Service and Italian member of the League Health Committee. A feature of the closing days of the course in Belgium was a lecture by Dr. Cumming, Surgeon-General of the United States and head of the U. S. Health Service, on the public health system of America, with special attention to the question of immigration.

The course in Italy comprises a series of lectures on the general organisation of the Italian sanitary system, as well as on particular aspects presenting special interest, such as the campaign against tuberculosis, prophylaxis in typhus, the hygienic care of workers, and so forth. These lectures are supplemented by visits and excursions to neighbouring institutions such as hospitals, orphanages, laboratories, medical schools, etc. There will also be a tour of inspection of what remains of the sanitary works (aqueducts, baths, sewers, drainage system etc.) of ancient Rome.

This preliminary course will be followed by work with the Health Departments of big cities, as, for example, Genoa, Turin, Milan, Venice, Bologna, Florence and Naples. The course will last until December 17th, after which the officials taking it will reassemble at Geneva for a few final conferences at which they will discuss their experiences and receive some general lectures on the health organisation of the League, its relation to the rest of the League organisations and the health administrations of the various Governments.

b) Tropical Diseases in Africa

From November 10th to 13th a meeting was held in London of a small expert committee formed by the League of Nations Health Committee from those Powers—Great Britain, France, and Belgium—which have colonial interests in tropical Africa, to collect information regarding the prevalence of sleeping sickness and tuberculosis among the native population and the measures

(1) See *Monthly Summary* for October 1922.

recommended to prevent the extension of these diseases. During the war there was unavoidably a relaxation of effort in the struggle against sleeping sickness, which resulted in such an increase of the disease that it is now a veritable scourge in some parts of the Continent. The information collated by the Committee of Experts will serve as a basis for the Health Committee when considering the action to be proposed.

The members of the Expert Committee are Dr. Andrew Balfour, Director of the Wellcome Bureau of Scientific Research; Professor Gustave Martin, formerly Director of the Pasteur Institute at Brazzaville, Congo; Professor van Campenhout, Director of the Medical Service, Ministry of Colonies, Brussels.

According to official reports of 1920—1922, French Equatorial Africa is gravely infected, and in certain places trypanosomiasis constitutes a serious menace. Conditions have become aggravated in recent years. In 1916 the disease raged with such intensity that the Governor of the French Congo organised a new prophylactic service. A total of 89,743 persons were examined, of whom 5,437 were found infected. Children are infected in greater proportion than are adults; in parts of the Middle Congo, for instance, one out of every three children is infected. Sleeping sickness is also prevalent in the French Cameroons, and energetic measures are being taken to cope with the situation. In the "secteur de prophylaxie", which contains a population of about 120,000, 40,316 persons have been examined, of whom 6,083 were found to be afflicted.

In the Moyen-Kwilu district of the Belgian Congo, 19,378 people were examined during the winter of 1918—1919, and 7.5 per cent were found to be infected. Conditions are serious in the north of the two Uele, where medical service was discontinued during the war. The epidemic has reached the Bas-Uele.

In the Sudan the disease is prevalent in Tembura (Bahr-el-Ghazal) to a somewhat alarming extent and is apparently spreading among people where a few years ago it was considered non-existent.

A conference held in Pretoria in March 1920 considered *inter alia* the southern limits of sleeping sickness infection and the measures necessary to prevent its further spread. Attention was directed to the extension of the disease in Southern Rhodesia and to the urgent necessity of a "trypanosomiasis survey" of Zululand.

c) The Second International Conference for the Standardisation of Sera and Serological Tests

The second general conference⁽¹⁾ for the standardisation of sera and serological tests, held from Nov. 20th—26th at the Pasteur Institute in Paris under the chairmanship of Prof. Dr. Th. Madsen, Director of the Danish State Serum Institute and President of the League Health Committee, marked a fresh stage on a widening basis of this portion of the League Health Organisation's work. The number of institutes and laboratories represented—e. g. three from Germany, two from France, three from Great Britain, one from the U. S. A., one from Soviet Russia—was greater than at any previous conference; the number of scientists from each country was also greater, and the work of the conference showed that the long period of co-ordinate research in many different laboratories had not been fruitless.

The countries whose chief sero-therapeutical and bacteriological institutes were represented at the Conference were Austria, Belgium, Denmark, France, Germany, Great Britain, Japan, Poland, Roumania, Russia, Switzerland, and the U. S. A.

⁽¹⁾ For an account of the first Conference see the *Monthly Summary*, Vol. 1, No. 9, and for an account of the meeting in Geneva of the Sub-Committee on Diphtheria and Tetanus, see *Monthly Summary* for September 1922.

The conference confirmed the agreement on the standardisation of anti-diphtheria and anti-tetanus serum units arrived at in the Geneva conference of September, and collated the results of the research work undertaken on anti-meningococcus, anti-pneumococcus and anti-dysentery sera and on the sero-diagnosis of syphilis.

Ever since the method of immunisation and cure by serum injections was discovered, great practical difficulties have been met with owing to the fact that the methods for measuring and testing the strength of sera had been built up in different ways, often on entirely different principles, in the bacteriological laboratories of different countries, sometimes even in those of the same country. Thus, for instance, it would often be impossible to check contradictory statements as to the effect of any particular serum, since if the statements emanated from different laboratories there was, so to speak, no common denominator by which to compare the products prepared by each.

Introducing uniformity into the methods of different laboratories would allow of a fuller exploitation of the great achievements in the problem of immunisation for the purposes of curative and preventive medicine, and would facilitate further research work in the same field. But although this was realised even before the war, all attempts to overcome the difficulty had broken down on the question of securing sufficiently prolonged and close co-operation among a sufficiently large number of laboratories and institutes from different countries.

For this reason the matter was taken up by the League Health Organisation, which, by means of its connection with governments and health authorities through the Council and Secretariat of the League, as well as its affiliations with the Office international d'Hygiène publique and its constitution and the nature of its work in general, seemed peculiarly suitable for uniting and co-ordinating the efforts of a great many separate national institutes. It was at the instigation of the League Health Organisation that the first conference was held in London in December 1921, and drew up the programme of joint work that has been carried a long step further at the Paris conference just concluded, and that bids fair to be successfully completed through the continued application of the same methods.

d) The Work of the Epidemic Commission in the Near East

The League Epidemic Commission has transferred Dr. Haigh, its agent at Moscow, to Greece to serve for six months with Dr. Nansen's Relief Organisation in connection with all questions of sanitation and epidemics in refugee camps. Colonel Gauthier, as a member of the Epidemic Commission also went to the Near East to make a tour of inspection of the refugee camps and to report at Geneva early in December on the danger of epidemics.

e) Anti-Epidemic Measures in Far-Eastern Ports

The League Health Organisation has sent one of its members, Dr. Norman White, to conduct a health enquiry in the chief ports of the Far East, such as Colombo, Singapore, Batavia, Bangkok, Saigon, Hongkong, Kanton, Shanghai, Kurrum, Kobe, Yokohama, Vladivostok, Dairen. The precise object of the enquiry is to ascertain the incidence of the more important epidemic diseases, the methods employed for the notification of cases and deaths, for the control of the diseases, for the prevention of the spread of infection by ships, as well as the possibility of securing uniformity in the methods of collecting and publishing information and of making it speedily and readily accessible.

The Council of the League, in accepting the Health Committee's recommendation on this matter, made at the instance of Dr. Miyajima, its Japanese member, pointed out that the propagation of epidemics in the Far East was of particular concern to the Asiatic Members of the League, and that the sanitary condition of this part of the world was, moreover, a matter that greatly interested all other countries. The Governments of all the States concerned have promised to give every assistance to this enquiry, whose results may lead to the adoption of additional preventative measures and ultimately to closer co-ordination of the efforts of the various health administrations.

Dr. Norman White's mission is expected to last about six months. He will attend the International Red Cross Congress to be held at Bangkok on November 29th.

f) The Periodical Reports of the Health Section

The Near East. — The *Epidemiological Report*, No. 31, issued by the Health Section of the League Secretariat on October 30th, published a despatch from Salonica declaring that the sanitary position was very bad, with some dysentery, pneumonia, malaria, imminent danger of typhoid and other epidemics and no supply of disinfectants, quinine or drugs. The Report stated, moreover, that, during the week ending October 14th, there were at Constantinople 44 cases of enteric fever, 9 cases of smallpox, 2 cases of typhus and 1 case of plague.

Russia. — *Typhus and Relapsing Fever.* — Figures received from the People's Health Commissariat, Moscow, show a very considerable increase in both typhus and relapsing fever, particularly in view of the fact that the figures given are complete only for the first five months of the current year. According to these figures there have been 1,095,719 registered cases of typhus in Soviet Russia and Allied and Autonomous Republics between January 1st and September 16th, 1922. This is more than double the amount of cases reported (namely 470,532) for the corresponding period of last year. The figures for relapsing fever this year and last during the same period and over the same territory are respectively 944,623 and 720,573.

Cholera. — Information received up to October 17th, 1922, by the People's Health Commissariat indicates that 81,583 cases of cholera (of which 76,991 are confirmed and 4,592 suspected) were notified between January 1st and September 30th, 1922. In addition to this, 27 fresh cases of cholera were notified in the city of Tashkent, in the Turkestan Republic, during the first week of October.

According to the *Bulletin* of the People's Health Commissariat, 3,361,128 persons have been vaccinated against cholera once, 2,391,424 twice and 1,200,662 three times from the beginning of the epidemic up to September 1st, 1922.

g) No. 5 of "Epidemiological Intelligence"

The most remarkable fact about Professor Tarassevich's report on Epidemics in Russia since 1914 (appearing in the October 5th number of the *Epidemiological Intelligence*, issued by the Health Section of the League Secretariat; for a description of the first part, appearing in No. 2 of the *Epidemiological Intelligence*, see the *Monthly Summary* for March 1922) is the author's statement that "Russia may consider herself fortunate if she emerges from the present crisis with the loss of only 20 to 25% of her population". The crisis is described as not only political and economic but biological, because of the disturbances which it has caused in the whole domain of human physio-

logy and pathology. Thus, not only are epidemic diseases such as typhus, relapsing fever, intestinal infections (cholera, enteric fever, dysentery, etc.) malaria and scurvy, which have always existed in Russia, aggravated both in prevalence and virulence to an extent which "may be said to be unprecedented in the history of recent ages", but nearly all other epidemic infectious diseases have been greatly increased, hitherto unknown diseases have been observed and there has been a quasi-epidemic extension of many non-contagious diseases, such as disorders of the nervous system and the heart, general functional disorders, etc. Behind all stands the famine, which not only causes millions of deaths in itself but predisposes whole populations to sickness and death by disease. Just as the population of Paris suffered from "siege babies", so a considerable proportion of the population of Russia is expected to suffer for a generation from "famine babies". The very stamina and physical standards of the Russian race, the biological basis of Russian society, have been pulled down by the events of the past few years, events that have been determined by the world war, the civil war, the prolonged blockade and the intense revolutionary crisis through which Russia is now passing.

The chief and immediate causes of disease and depopulation are:

- a) poor and insufficient nourishment, deepening to famine in the East and South;
- b) dirt due to shortage of soap, linen etc.; c) cold due to lack of fuel;
- d) overcrowding in houses, particularly in the towns: e) the conditions that attend railway travelling; f) shortage of sanitary and medical appliances, deterioration of water supply and drainage, etc. Purely medical and sanitary action can play only the part of a palliative until the causes mentioned have been removed. "Particular stress must be laid on the fact that it is impossible to eradicate the epidemics without first fighting the famine. As long as the famine exists, epidemics will continue, only perhaps changing their form; one epidemic whose devastating force has become exhausted through biological causes (such as immunisation of almost all the population) will give place to another, but that is all." It is becoming more and more necessary that Europe should aid Russia. If such aid is not forthcoming, Russia, thanks to her natural resources, will ultimately triumph over her present troubles, but after a much longer time and at the cost of countless lives. And if the crisis is prolonged its evil effects will undoubtedly be felt throughout the civilised world.

These conclusions are buttressed by a series of detailed analyses of the incidence and death rate of various diseases since 1914, based on both the official statistics supplied by the various Russian governments since that date and on information received from Russian doctors in all the chief centres of Russia.

3. COMMUNICATIONS AND TRANSIT

The Saar Railways-Question. — At its meeting of August 31st, 1922, the Advisory and Technical Committee for Communication and Transit decided to appoint an Enquiry Committee to examine the difficulties which had arisen between the Saar Governing Commission and the German Government, regarding the application of the Berne Convention (October 1890) to the goods traffic between Germany and the Saar. The different points under discussion were: the application of the Berne Convention to the railway transport between 1) the Saar and Germany, 2) the Saar and other States signatories of the Convention; the inclusion of the Saar railways in the alphabetical list of railways published by the Central Office at Berne; and the representation of the Saar Territory at conferences summoned for the revision or replacement of the Berne Convention.

The Advisory and Technical Committee, applying for the first time the procedure established at the Barcelona Conference, requested the Enquiry Committee to study the best means of settling the dispute, as far as possible by conciliation between the parties, and to present a report on the subject. The Enquiry Committee was composed of three members appointed by the Advisory and Technical Committee: Dr. Herold, director of the railway section of the Federal and Postal Department at Berne, President of the Railway Sub-Committee of the Advisory and Technical Committee (President); Mr. Marriott, assistant to the General Manager of the London & North-Western Railway Company; M. Ruud, head of department at the Administration of the Norwegian State Railways, selected from a list of experts appointed by the different Governments, and two members chosen respectively by the German and Saar Governments: M. Vogel, privy councillor attached to the German Transport Ministry, and M. Courtilet, director of the Saar Railway and Postal Services.

The Enquiry Committee met at Luxemburg on November 23rd. On the 24th, it approved unanimously a report comprising a draft agreement between the interested Governments, which, whilst reserving questions touching on the international status of the Saar as established by the Peace Treaty, adopted an exclusively technical standpoint providing for the immediate settlement of all questions of a practical order, several of which have been under discussion for more than two years.

The Danish Government has deposited at the Secretariat of the League the instruments of ratification of all the conventions adopted at the Barcelona Conference (April 1921).

4. THE COMMITTEE ON INTELLECTUAL CO-OPERATION

a) An Appeal on Behalf of Austrian Intellectual Workers

The League of Nations Committee on Intellectual Co-operation has made an appeal to universities, academies and learned societies in all countries on behalf of Austrian brain-workers and intellectual life in Austria. This is the outcome of a resolution passed by the Committee at its first meeting, held on August 1st, 1922. The Committee decided then to "call the attention of the Council of the League of Nations to the desperate situation of intellectual life in certain European countries and the urgent need of intervention". These words had special reference to the case of Austria. At its meeting of October 4th the Council requested the Committee to launch an urgent appeal to universities, academies and learned societies inviting them to organise measures of relief as soon as possible for the purpose of saving one of the most cultured countries in Europe—a country which formerly possessed one of the chief [centres of European civilisation—from the fate of seeing its culture and learning gradually disappear for no other reason than that of sheer want.

The position of the Austrian brain-workers is daily becoming worse and results in various evils, of which the principal are: 1) intellectual isolation; 2) a complete lack of all the appliances indispensable for scientific work; 3) the formation of an intellectual proletariat less favourably situated than the working-class proletariat—for muscle commands better wages than brain; 4) the neglect of higher education and a dearth of recruits from the cultured classes for the liberal and teaching professions. The appeal mentions some of the methods by which, in the Committee's opinion, relief could most effectively be given: for instance, contributions of money towards the support of institutions; exchange of teachers and lecturers; the benefit of certain research scholarships; the gift of publications, etc. It concludes by enjoining the universities and societies to come to the assistance of Austria and other nations whose

intellectual life is in danger and thereby to strengthen that sense of professional solidarity which should unite all brain-workers, give practical effect to the idea of intellectual co-operation, and, above all, help to support civilisation in the struggle against the most serious peril with which it is menaced.

b) Appointment of an Austrian Correspondent

Alphonse Dopsch, late rector of the University of Vienna, member of the Vienna Academy and professor of history, has accepted an appointment as Austrian correspondent to the Committee on Intellectual Co-operation.

This appointment has been made by the Committee in accordance with the instructions of the Council at its session of October 4th (1).

c) Assistance to Intellectual Work in Countries where its Continuance is especially imperilled

At its session of October 4th, the Council requested the Committee on Intellectual Co-operation to present more detailed proposals concerning the local institutions to be selected in various countries to report to the Committee on the more urgent needs of scholars and learned bodies.

In order to carry out as soon as possible the instructions of the Council, the Secretariat has requested certain institutions and especially qualified persons to give their opinion on the League scheme and to make suggestions as to the best means of putting it into practice.

Up to the present date the Secretariat has received several replies, all of which approve the Committee's scheme. The Albanian National Library at Tirana, the Academy of Budapest, the University of Kovno (Lithuania), and the Mianowski Foundation (fund for promoting scientific research), which co-operates with the Polish Academy, have expressed their readiness to take up for their respective countries the duties outlined in the Committee's programme. In Austria, Professor A. Dopsch, the corresponding member of the Committee for his country, has offered to undertake the same duties in collaboration with the Vienna National Library. The Committee's initiative has also aroused considerable interest in Roumania, Greece, Bulgaria and the Kingdom of the Serbs, Croats and Slovenes.

In order to form an opinion on the practical results to be obtained by its scheme, the Committee has endeavoured to comply with a certain number of requests from scientific institutions. The first attempts have been successful. The Polish Academy, for instance, is publishing a number of historical texts and is desirous of adopting similar methods of edition to those in use in Western Europe. By the intermediary of the Committee on Intellectual Co-operation the Academy has been able to obtain the instructions for the publication of historical texts which were recently drawn up in England and Belgium. It has also received a collection of Swiss historical works, comprising more than sixty volumes, illustrative of the different types of edition. The Budapest Observatory, which had hitherto been unable to obtain French astronomic works, has received by the Committee's agency twenty-six volumes of the memoirs and eight volumes of the star catalogue of Paris Observatory. Further consignments have been promised and will be forwarded at an early date. These operations entail no expense either to the League or to the institutions concerned, as publications are forwarded through the diplomatic agencies or the International Exchange Service.

(1) See *Monthly Summary*, Vol. II, No. 10.

IV. Administrative Questions

1. DANZIG

a) Appeals

The High Commissioner has reported that Poland has appealed against his decision of August 23rd, 1922, concerning the competence of the Polish diplomatic representative in Danzig, and with regard to the right of the Polish Government to welcome foreign fleets officially in Danzig, and that both Poland and Danzig have appealed against his decision of August 24th, 1922, concerning the representation of the Free City at International Conferences (*Monthly Summary*, Volume II, No. 10, page 260).

b) Decisions of the High Commissioner

Two further decisions have been given by the High Commissioner since those mentioned in the last *Monthly Summary*.

The first, dated October 27th, 1922, deals with the principles to be applied when the Danzig Harbour Board contemplates the lease of any of its property. The question came before the High Commissioner on appeal from a decision by the President of the Harbour Board. The High Commissioner's ruling lays down that it is not only necessary to facilitate but also to attract Polish imports and exports through the port. The Polish exports and imports demand more facilities than those of Danzig, because the Polish trade is a great advantage to the Free City and because Danzig trade is already well provided by long-established firms. It is stipulated, further, that a sufficient portion of the port is to remain under the direct control, administration and exploitation of the Harbour Board to ensure that the responsibilities of the Board under Chapter III of the November Treaty are not detrimentally affected. Should any part of the Harbour Board property be leased, a tenant shall be selected who, owing to the nature of his trade, his commercial status and other conditions, is most likely to improve the activity of the port and facilitate his exploitation. In the event of a trader or a firm of recognised Polish nationality being in competition for the lease of Harbour Board property with another of recognised Danzig nationality, both being equally desirable as a tenant, preference should be given to the one of Polish nationality.

The second decision of the High Commissioner, which was given on November 3rd at the request of the Danzig Government, deals with a Treaty regarding the registration and discharge of merchant seamen, concluded by Poland, on behalf of the Free City, with Memel. The question was whether Poland had followed the procedure required by Articles 2 and 6 of the Treaty of November 9th, 1920, which stipulate that Poland shall undertake the conduct of the foreign relations of the Free City and shall conclude no treaty of international agreement affecting the Free City without previously consulting it. On the question of principle the High Commissioner decided that the terms of the articles must be applied to any treaty which affected the interests of Danzig, whether that treaty was initiated entirely by the Free City or whether it was a treaty initiated by Poland; that ratification by the Danzig Parliament was not required; but that Poland, before concluding a treaty affecting Danzig, must consult the Free City, a further consultation being necessary in case of an alteration affecting the Free City. As this particular treaty had been negotiated by Poland in good faith and as no arguments were produced to show that it was detrimental to Danzig, the High Commissioner stipulated that it should be accepted by the Free City subject to any action which might be taken by the Council of the League under Article 6 (2) of the November Treaty.

2. THE SAAR BASIN

Periodical Reports of the Governing Commission. — The thirteenth periodical report of the Governing Commission to the Council of the League will cover the period from Juli 1st to December 31st, 1922, no quarterly reports being made for this period.

French Gendarmerie. — In addition to its recent Note concerning the French troops in the Saar (*Monthly Summary*, Volume II, No. 9, page 209), the German Government has sent in a separate protest against the presence of a French gendarmerie in the Territory. It is alleged that this is incompatible with the provisions of the principles of the Treaty which provides for a local gendarmerie only, and in particular that the manner in which this organization is being used cannot be reconciled with the governing principle laid down for the administration of the Territory.

The Chairman of the Saar Basin Governing Commission, in his remarks on the question, after referring to the decision on the matter taken by the Council of the League of Nations in June 1921, specifically denied that the gendarmerie had been used to carry out certain "general orders" providing for investigations of a political character in the Saar Territory as the German Government had stated.

3. THE GERMAN MINORITY IN POLAND

A question concerning the German minority in Poland, namely, the sale of the von Tiedemann estates, which was brought before the Council in January 1922(1), has been settled by the Polish Government authorising the private sale of this property.

Erratum. — *Monthly Summary*, Vol. II, No. 9, page 202, Protection of Minorities, paragraph (b), Esthonia and Latvia, read: "*draft* declarations" instead of "declarations".

V. Social and Humanitarian Questions

1. RUSSIAN REFUGEES

Adhesions to the System of Identity Certificates and Repatriation. — The question of identity certificates for the Russian refugees continues to hold the attention of the High Commissioner of the League of Nations. Various Governments have favourably answered the Council's request to bring this system into force. The following Governments have adhered to it:

Albania, Austria, Bolivia, Finland, France, Great Britain, Holland, Japan, Latvia, Norway, Roumania, the Kingdom of the Serbs, Croats and Slovenes, Spain and Switzerland.

Dr. Nansen has suggested that if difficulties arise as to the continued presence in Constantinople of Russian refugees who are self supporting, the question should be considered by the Conference of Lausanne.

The High Commissariat reports that no refugees have as yet been repatriated under its auspices. Some 3,000 have returned at their own

(1) *Monthly Summary*, February 1922, page 36.

risk and expense, or at the expense of Russian organisations. The High Commissioner's representatives in Russia use every endeavour to secure fair treatment for these returned refugees, but can accept no responsibility for them. Verbatim reports of the Assembly meetings dealing with repatriation have been sent to the High Commissariat's agents concerned and their attention specially called to the four guarantees required by Dr. Nansen, i. e.

- 1) That each refugee sign a declaration saying that he returns at his own free will.
- 2) That the Soviet Government, in addition to the amnesty of November 1921, shall give a renewed guarantee in respect of those who return.
- 3) That Dr. Nansen's special agents in Russia shall receive and supervise the treatment of the refugees.
- 4) That small refugee deputations shall be allowed to return and report on reception arrangements.

Mr. Kogan, Chief of the Political Department, appointed by M. Karachan to assist Mr. Gorvin, Dr. Nansen's representative in Russia, has given Mr. Gorvin permission to enter the Political Department at will to attend political examinations of repatriated refugees and has promised early and regular lists of names, occupations and home addresses of the same. Cossack soldiers undergo an examination at Novorossiisk, but the officers have to go through a supplementary one at centres in the Don, Kuban and Terek areas.

2. ASIA MINOR REFUGEES

At the last Assembly, when the news of the large numbers of destitute refugees in Asia Minor and Greece became public, Dr. Nansen offered the services of the organisation, which, as High Commissioner, he had created to deal with the question of Russian refugees, to help as regards this new problem.

The Council voted from funds at its disposal a sum of 100,000 gold francs to strengthen Dr. Nansen's organisation for this purpose. The Assembly expressed its great appreciation of this action of the Council. Dr. Nansen specifically stated to the Council that the League would not, by such a vote be responsible in any way for the actual work of relief.

Dr. Nansen further appealed at the Assembly to the various Governments for special contributions to enable him to assist in some measure the refugees. An account will be found of the response given in the last *Monthly Summary*. Dr. Nansen has now issued a public appeal for the refugees, couched in the following terms:

After having carried out the investigation with which I was charged by the Assembly of the League of Nations, in connection with the refugees in Asia Minor and Greece, I feel it my duty to address, to the peoples and Governments of Europe and of the world, an appeal on behalf of those unfortunate refugees whose position has become desperate during the last two tragic months.

I wish to appeal impartially to the world on behalf of all the refugees, irrespective of race or nationality.

There are very large numbers of Mussulman refugees whose position is quite deplorable, being without accommodation, without adequate clothing and in urgent need of medical assistance.

In Greece, the refugees number, according to the information received about 900,000. The great majority are Greek by race if not by nationality, but there are not less than 50,000 Armenians to whom the Greek Government, in spite of the other terrible burdens which the country is bearing, has with great generosity given hospitality and relief.

By far the greater part of all the refugees are in absolute destitution, with nothing but the summer clothes which they are wearing. They are in desperate need of everything: food, clothes, shelter. The problem with which the Greek Government and the Greek people, for instance, is faced is to find houses and subsistence for these unhappy victims of war, and to absorb them so far as may be possible into the economic life of the nation.

This task of relief and reconstruction is one which must inevitably impose a terrible strain upon the resources of countries exhausted by long years of warfare. The respective compatriots of the refugees must be ready for every sacrifice, but their efforts to save the lives of the refugees can only be successful if the assistance which they receive from the world is prompt and generous.

The immense difficulties of supporting these refugees are still further increased by the fact that an altogether abnormal proportion are women, children and old men. Without their bread-winners, the vast mass of the refugees will find it hard to support themselves.

It is reported that the Armenians and Greeks still remaining in Asia Minor are now hastening to the coast in order to proceed to Europe. Some thousands of Armenians have already reached Constantinople, and 18,000 Armenian orphans are now arriving in Greece. It is alleged that these are but the first contingents of a number reported to be not less than 350,000, whom Europe may have to support through the coming winter.

What is at stake? Not only the existence of hundreds or thousands of refugees, nor even the future of the respective peoples. The problem threatens the stability of social, economic and political conditions in the Near East. The question therefore is of vital importance to all the nations of the civilised world.

Now is the psychological moment. These people, of whatever creed and race in this hour of distress, sorely need both the moral and financial support of the world to meet the grave social danger with which they are faced.

The office of the High Commissariat for Refugees is in the Secretariat of the League of Nations, Geneva.

(Signed) NANSSEN.

3. TRAFFIC IN OPIUM

Collection of Information.—During the month of November various enquiries have been sent out by the Secretariat to the Governments which are parties to the Opium Convention or Members of the League. On November 6th a circular letter was despatched urging the Governments to supply as soon as possible the information desired regarding the amount of Opium and its derivatives required by each country for internal consumption and at the same time requesting them to state explicitly the system adopted in arriving at the estimates in order that the bases for the various data might be compared.

Enquiry has also been made into the steps taken by the Governments which are parties to the Opium Convention for the execution of Article 9, by which contracting parties undertake to enact pharmacy laws or regulations limiting to medical or legitimate purposes the manufacture, sale and use of morphine, cocaine and their respective salts and to co-operate with one another to prevent the use of these drugs for any other purpose.

In connection with Article 14 of the Convention, which aims at preventing the abuse of dangerous drugs placed on the market in the guise of patent medicines, etc., a circular letter has been sent to Governments asking for parti-

culars with regard to the medicines prepared in their country which contain more than 0.2 per cent morphine or 0.1 per cent cocaine. This information will be embodied in a general list and circulated to all Governments to assist them in the control of such preparations when imported.

A further enquiry has been made as to the department in each country to which information concerning breaches of the opium regulations may best be sent. It has, moreover, been suggested, in accordance with the resolution approved by the Assembly, that, in order to facilitate and expedite the mutual exchange of information, Governments should communicate directly with each other as well as with the League Secretariat on the subject of seizures of contraband drugs made by their police and Customs authorities.

Import and Export Certificates. — The Secretariat has received information showing that, by January 1st, 1923, the system of import and export certificates proposed by the League will be in force in nine countries (Albania, Austria, Denmark, Great Britain, Greece, India, Italy, Japan, and Poland) and that seventeen others have signified their acceptance in principle. The extension and development of this system, together with the possible provision of penalties for non-observance of the regulations involved, will form the principal subject of discussion at the next meeting of the Permanent Advisory Committee, which will take place on January 8th, 1923.

4. TRAFFIC IN WOMEN AND CHILDREN

a) Appointment of an American Member

The Government of the United States, in response to an invitation from the Council of the League, has appointed Miss Grace Abbott, Chief of the Children's Bureau of the United States Department of Labour, to attend, in a consultative and unofficial capacity, the next meeting of the Permanent Advisory Committee on the Traffic in Women and Children.

Miss Abbott will take her seat on the Committee at the next meeting which is to take place on March 1st, 1923.

b) Ratifications of the International Convention

The British Government has adhered on behalf of British Guiana and the Fiji Islands to the International Convention for the Suppression of the Traffic in Women and Children, which was drawn up by the Second Assembly.

VI. Miscellaneous

I. FORTHCOMING EVENTS

December 5 th	Session of the Permanent Advisory Commission on Military, Naval and Air Questions, Geneva.
December 18 th —23 rd	Meetings of the Sub-Committees of the Committee on Intellectual Cooperation, Geneva.
January 8 th , 1923	Extraordinary Session of the Permanent Court of International Justice, The Hague.
January 8 th , 1923	Session of the Permanent Advisory Committee on Traffic in Opium, Geneva.
March 1 st , 1923	Session of the Permanent Advisory Committee on Traffic in Women and Children, Geneva.

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I. The League in 1922

The first session of the Permanent Court of International Justice, the settlement of the Upper Silesian problem and the preparation and putting into practice of a scheme for the financial restoration of Austria are the three chief examples of League activity during the past twelve months. They differ considerably in character and in method, and serve to indicate the various ways in which the League may operate.

In the case of Upper Silesia, the main facts are well known. In October, 1921, the Council of the League, in compliance with a request of the Supreme Council of the Allied Powers, who agreed in advance to accept its decision, drew up a plan for settling the question of the frontier between Germany and Poland, providing at the same time that the two countries, in order to ensure

the continuation of economic life in Upper Silesia, should come to an agreement on various transitional measures covering a period of fifteen years. These provisions dealt chiefly with technical problems, such as the protection of minorities, social insurance, customs regime, etc. During the first months of 1922, the text of a convention to this effect was worked out in detail by German and Polish plenipotentiaries, presided over by M. Calonder, who had been appointed to this office by the Council. The negotiations, which lasted several months were brought to a close by the signing of the German-Polish Convention on Upper Silesia (Geneva, May 1922), which established a provisional regime ensuring for the period of transition the economic unity of Upper Silesia.

As in the case of Upper Silesia, the question of the financial restoration of Austria was referred to the Council of the League by the Allied Powers, who, when notifying their decision to the Austrian Government, stated that they were unable to hold out any hope of financial assistance. As the situation was extremely critical, the Council at once referred the preliminary investigation of the question to a Committee composed of Lord Balfour (chairman), M. Hanotaux, Marquis Imperiali, M. Benes and a representative of the Austrian Government. Despite the complexity of the problem, an unanimous agreement was reached within a few weeks upon a complete and drastic plan aimed to secure budgetary equilibrium by the end of 1924. Under this scheme, Austria agreed to introduce immediate budgetary and administrative reforms and received, in exchange, the promise of guarantees for a loan covering its deficit for the period of transition. The protocols fixing the principal terms of this agreement which included a binding engagement, on the part of the signatory States, to respect the political independence, the territorial integrity and the sovereignty of Austria, were signed on October 4th 1922, at Geneva. Preliminary measures for the application of the League scheme were promptly taken and, in November and December, various details of the programme have been put into execution. Certain results of these measures are already evident. The exchange rate of the crown has become stationary and the cost of living has decreased. At the same time, the deposits in the banks are increasing. Much however, remains to be done, and it would be unwise to under-estimate the difficulties that lie ahead.

The Permanent Court of International Justice held its first ordinary session in June and July, 1922, and at the request of the council, gave three advisory opinions on the interpretation of certain articles of the Treaty of Versailles. The Council has since referred to the Court a request for an advisory opinion on a difference between France and Great Britain regarding the French Nationality Decrees in Tunis and Morocco in their application to British subjects.

These three cases—Upper Silesia, Austria and the Tunis and Morocco Nationality Decrees—exemplify three types of League procedure. In the first case, the League acted as a body recommending a solution to a political problem upon which agreement had failed to be attained outside the League; in the second place, it acted as an organisation to restore the financial equilibrium of one of its Members; and in the third place, it made use of the Permanent Court to settle points of a legal character.

It is not easy to classify, in order of importance, the rest of the year's work, which has covered a very wide field. In political affairs the League has had before it various matters concerning the relations between Poland and Lithuania, and a series of frontier questions connected with Austria, Bulgaria, Greece, Hungary and the Kingdom of the Serbs, Croats and Slovenes. The Near Eastern conflict was discussed by the Assembly; no action was taken as the Lausanne Conference was about to meet. Important deliberations took place on League procedure in the protection of minorities to which greater

precision was given, and several minority appeals have been dealt with by the Council. Whilst recognising the rights of minorities to protection by the League, the Assembly resolutions emphasise their duties of allegiance to the nations to which they now belong. At the request of Albania, the League investigated the economic situation of the country, and published the conclusions at which it had arrived. In compliance with a further request of this country, the League is about to appoint a Financial Adviser to the Albanian Government.

Much attention has been given to the problem of the reduction of armaments. League Commissions have carefully studied the subject and some general lines of progress were presented to the Assembly in September. After debates of great interest, various resolutions were adopted and three main points emphasised. The first recognised the necessity of an early settlement of the question of reparations and intergovernmental debts in order to provide the necessary confidence; the second outlined the means of obtaining by mutual guarantees the security which will enable Governments to accept reduction of armaments. The third provided for an international conference for the extension of the principles of the Naval Treaty of Washington to all non-signatory Powers. The closer study of the details of the obligations imposed by a Mutual Guarantee Treaty, the process and machinery by which the two measures of guarantees and reduction would come into force together, and various other points are to be discussed in detail by the Temporary Mixed Commission and reported upon at the next Assembly. The Council was also asked to summon at the appropriate moment an International Conference on the control of private manufacture of armaments, as well as the international control of the trade in arms. Numerous subsidiary decisions were taken and note was made of statistical data relating to strength of armies, budgetary expenditure etc., which had been collected during the year.

The Health Organisation of the League has been extremely active during the past year. In view of the serious epidemic situation in Eastern Europe, it organised a Technical European Conference at Warsaw which was attended by representatives of twenty-eight Governments, including those of Russia, Germany, and Turkey, and which endeavoured to put the campaign against epidemics on the broader basis of international co-operation. The Health Organisation also organised an international conference for the purpose of carrying on experimental enquiries on the standardisation of sera and serological tests, in which State institutions of Great Britain, France, Italy, the United States, and other countries agreed to participate. Already important results have been achieved, and more may be anticipated. The Health Organisation has also initiated a study of tropical diseases; it has assisted in epidemiological enquiries in the Far and Near East; and with the generous financial assistance of the Rockefeller Foundation, it has organised a service of epidemiological intelligence and inter-change of public health officials. The epidemiological intelligence is published periodically. The first course of inter-change of public health officials was held in Belgium and Italy, and attended by medical officers from eight countries, including Russia. The Health Organisation also sent one of its Epidemic Commissioners to assist Dr. Nansen in his work on behalf of the refugees in the Near East.

In relation to the Health Organisation, and in what may be roughly termed the humanitarian activities of the League, it is perhaps noteworthy that the League has begun to receive the friendly co-operation, not only of prominent American organisations, but also of the Government of the United States. In addition to the generosity of the Rockefeller Foundation, the American Relief Administration and the American Red Cross have co-operated both financially and otherwise with the League for the relief of Russian Refugees in the Near East. The American Government has recently appointed representatives in an unofficial and consultative capacity on the Anthrax

Committee of the International Labour Organisation, on the Committee on Traffic in Women and Children and on the Committee on Opium Traffic. At the same time, Americans are serving individually on Opium Committee, the Committee on Intellectual Co-operation, and the Permanent Court.

The Economic and Financial Committee has found its most important work in the plan for the financial reconstruction of Austria, but has also devoted much time to the improvement of the conditions of private business transactions, the study of methods of reviving international credits, and the urgently needed restoration of the monetary equilibrium of Europe. The Genoa Conference referred to the League a large number of problems of an economic and financial character, several of which had already been studied by the Economic and Financial Committee. Among these may be mentioned questions of double taxation, public finance, arbitration clauses, and all matters concerning equitable treatment of commerce.

The Transit Organisation has continued its study of applying the principles relating to freedom of communications laid down in the Covenant. Progress has been made in giving practical effect to the recommendations concerning passports, customs formalities and through tickets; in the ratification of the Barcelona Conventions, in the investigations undertaken for the purpose of drawing up a Convention on the International Regime of Waterways, and a general Convention on the International Regime of Ports; and in the plans for a second general Conference to be held in 1923.

The Committee on Intellectual Co-operation has started out upon several lines of study, including such matters as the material situation of intellectual workers in different countries and intellectual proprietary rights, co-operation in research work, bibliographic organisation, exchange of publications and inter-university intercourse.

Reports from the various Mandatory Powers were studied by the Permanent Mandates Commission and reported on to the Council. The "B", or Central African mandates, and the "A"-Mandates, for Palestine, and for Syria and Lebanon, were confirmed; the two latter Mandates will come into force as soon as certain negotiations between France and Italy are terminated. The question of the Commission for the Holy Places has not yet been settled.

The League has dealt continuously with questions arising out of the administration of Danzig and of the Saar. One interesting fact concerning the latter has been the election of the Advisory Council set up under the Decree of the Governing Commission in order to secure effective collaboration between the inhabitants and the Commission.

In addition to the regular publications of the League, which contain a great deal of co-ordinated information on many aspects of international life, a report has been issued on the Famine and Agricultural Conditions in Russia, prepared at the request of the Council, by the Secretariat, with the assistance of the International Labour Office. It gives a picture of the Famine of last year, of Russian agriculture before and during the war, and since the revolution, of the work of the relief organisations and of the present situation. The information was collected from the various Governments and from relief organisations and agencies working in Russia.

Among other points of note are the admission of Hungary as a Member of the League, which raised the number of States Members to fifty-two, and the addition of two non-permanent Members to the Council, which now consists of four permanent and six non-permanent Members. The States represented are: France, Great Britain, Italy, Japan (permanent); Belgium, Brazil, China, Spain, Sweden and Uruguay (non-permanent).

Finally, it is interesting to note that, after a long discussion, the Assembly came to an agreement regarding the apportionment of expenses among States Members for the year 1923.

II. General Questions

1. THE TWENTY-THIRD SESSION OF THE COUNCIL

During its next session the Council will consider certain resolutions passed by the Assembly on the reduction of armaments. The most important of these concern the supervision of the private manufacture of, and traffic in, arms and the extension to non-signatory states of the principles of the Washington Treaties on the limitation of naval armaments and the use of asphyxiating gases and sub-marines in war-time.

Two protests from the German Government on the administration of the Saar territory will also be discussed by the Council; one objects to the presence of French troops and police in the district, the other to the jurisdiction of the French courts martial. The appointment of the new High Commissioner of the League for Danzig will also be made.

Further questions on the agenda relate to the protection of minorities in Esthonia, Latvia and Poland. There are also some Reports to be submitted: one on the question of a possible provisional line of demarcation in the neutral zone at present existing between the territory of Vilna and Lithuania; another on the work of the Opium Committee, which holds its fourth session on January 8th. Reports, presented by Dr. Nansen, concern the Russian Refugees and the relief work undertaken in aid of the refugees of the Near East. Finally there is the Report prepared at the request of the Council by the Secretariat, with the help of the International Labour Office, on economic conditions in Russia.

The Council will also give its opinion on the scheme proposed by the Committee on Intellectual Co-operation for facilitating the exchange of publications and inter-university intercourse in the various countries of Central and Eastern Europe.

The Council Committee for Austria and the Committee of Control composed of representatives of the guarantor Powers will meet before the next session of the Council, toward the end of January and will consider the Report prepared by the Provisional Delegation of the League of Nations on its work in Vienna from October 17th to December 15th, 1922. It will also read the first monthly Report of the Commissioner-General for the period between December 16th, 1922, and January 15th, 1923.

The work that has been done up to the present date, as far as the execution of reforms and the credits questions are concerned, together with the measures to be taken in the coming month, will also figure on the agenda of the Committees and subsequently on that of the Council.

2 THE NINTH SESSION OF THE PERMANENT ADVISORY COMMITTEE FOR MILITARY, NAVAL AND AIR QUESTIONS

The Permanent Advisory Committee for Military, Naval and Air Questions, which is composed of military, naval and air representatives of the States Members of the Council, held its ninth session from December 5th to December 8th at Geneva, with Colonel Espinosa de Los Monteros in the chair. The following questions had to be considered:

1. The scope and form of the technical assistance to be given by the Permanent Advisory Committee to the Temporary Mixed Commission for the Reduction of Armaments.

2. A mutual guarantee scheme which the Council had decided to submit to the various Governments for their opinion.

As a result of its deliberations on the first point, the Committee drew up statistical tables concerning peace-time armaments which will be submitted to the Council and eventually placed at the disposal of the Temporary Mixed Commission.

Regarding the question of a Treaty of Mutual Guarantee, the members of the Committee, in the absence of definite instructions from their Governments, confined themselves to a rapid examination of the technical aspects of the problem.

3. THE PERMANENT COURT OF INTERNATIONAL JUSTICE

On December 23rd, the British and French Governments deposited with the Permanent Court their counter-cases in the question of French Nationality Decrees in Tunis and Morocco (1).

4. QUARTERLY BULLETIN OF INFORMATION ON THE WORK OF INTERNATIONAL ORGANISATIONS

The first number of the *Quarterly Bulletin of Information on the work of International Organisations*, which is compiled by the Section of International Bureaux of the League Secretariat, has just been published.

The publication of a quarterly periodical of this nature has been undertaken by the Secretariat in order to keep in touch with the different public and private international organisations and to make their activities known to each other.

This bulletin will give information on the meetings of the Governing Bodies or General Conferences of international organisations; it will, as far as possible, indicate their date, place, object, list of participating members, agenda and resolutions. In order to collect authentic information, the Secretariat will communicate directly with the organisations.

The bulletin will be distributed by the Secretariat to all States Members of the League, to certain libraries and universities, to international associations, and to many other public bodies, thus assuring a wide publicity to the work of the organisations.

The first number contains information on meetings held by thirty-six international organisations, such as the World Student Christian Federation, the International Conference of Students' International Offices, the International Railway Association, the Pan-American Conference of Women, the International Seismological Association, the International Federation of Master Cotton Spinners' and Manufacturers' Associations etc.

5. AMENDMENTS TO THE COVENANT

The Siamese Government has ratified the amendments to Articles 4 (Election of the Non-Permanent Members of the Council), 6 (Allocation of Expenses), and the last paragraph of Article 16 (Economic Weapon). All other amendments adopted by the second Assembly were ratified by Siam on September 12th, 1922.

The Polish Government has ratified all amendments except those bearing on Article 16 of the Covenant.

6. REGISTRATION OF TREATIES AND INTERNATIONAL AGREEMENTS

During the past month the Finnish, Norwegian and Dutch Governments presented for registration and publication by the Secretariat of the League a certain number of postal and telegraphic agreements concluded with Denmark, Great Britain, Iceland, Sweden and the United States of America.

(1) See Monthly Summary, Vol. 11, No. 11, page 278.

7. RESIGNATION OF THE DEPUTY SECRETARY-GENERAL

The Deputy Secretary-General of the League, M. Jean Monnet, has resigned in order to devote himself for some time to private affairs.

M. Monnet was attached during the last year of the war to the Allied Maritime Transport Council and other important organisations. In 1919 he was appointed Deputy Secretary-General of the League, and he has taken an important part in the organisation of the Secretariat and in all its activities particularly those relating to the Technical Committees of the League.

The appointment of M. Monnet's successor will be submitted by the Secretary-General at the next session of the Council.

III. Technical Organisations

I. THE ECONOMIC AND FINANCIAL ORGANISATION

a) The Financial Reconstruction of Austria

Following upon the ratification by the Austrian Parliament of the Geneva Protocols and different laws concerning the application of the League reconstruction scheme, various measures were taken during December in order to establish definitely the new regime.

Appointment of a Commissioner-General. — In the first place, the Austrian Committee of the Council of the League appointed Dr. Zimmermann, mayor of Rotterdam, Commissioner-General of the League at Vienna. Dr. Zimmermann, who arrived at Vienna on December 15th, has obtained leave of absence from the Dutch Government until April 1st, 1923.

Legislation in view of the execution of the programme of reforms and the establishment of budgetary equilibrium. — The Austrian Government has taken the necessary measures for the execution of the requisite reforms. On December 7th, the members of the Extraordinary State Council provided for by the Bill of Empowerment were elected. According to the Bill, the various political parties were to be represented on the State Council in proportion to their numerical strength in the National Council; thus the State Council is composed as follows: twelve Christian Socialists, twelve Pan-Germanists, ten Socialists, one Agrarian. The Chancellor, the Vice-Chancellor and all ministers are officially members of the Extraordinary State Council.

The new Bank of Issue. — On December 4th the subscription was opened for shares in the Bank of Issue. On the 15th, the closing date of the subscription, the necessary capital (thirty million gold crowns) had been subscribed.

System of Financial Control. — In the third Protocol, which was signed at Geneva on October 4th, 1922, the Austrian Government agreed to assign as securities for the transition credits the gross receipts of the customs and tobacco monopolies and certain other assets, the yield of which would be paid into a special account. On November 18th, date of the stoppage of the note-press, three accounts were opened at the Austro-Hungarian Bank, which will be transferred to the new Bank of Issue as soon as this establishment is definitely constituted; these are based on:

1. The gross receipts of the customs and tobacco monopolies to be paid into account A;
2. Funds derived from Austrian State Loans, to be paid into account B;

3. The balance of credits granted by different Governments at the beginning of 1922, and the share, in gold crowns, of the Austrian Government, derived from the liquidation of the Austro-Hungarian Bank, to be paid into account C.

It will be remembered that the balance of advances made by Governments is assigned for the guarantee of the issues of Treasury bonds (Protocol II, Annex A).

In order to dispose of funds paid into these accounts, the Austrian Government has to obtain the authorisation of the Commissioner-General. Arrangements have been made for the Austrian Government to present to the Commissioner-General regular statements in connection with the three accounts and all other financial operations it may wish to undertake.

The National Loan. — On December 4th the subscription to the National Loan was opened and remained open until December 31st. According to information received, the loan met with a favourable reception on the part of the Austrian public. Up to December 15th eight million gold crowns had been subscribed and a proportionate increase was expected for the end of the year.

Application of the programme of reforms. — One of the measures of economy provided for by the reform programme which was presented to Parliament by the Austrian Government concerned the reduction of the number of state officials. This measure was adopted by Parliament on November 27th. Up to December 16th, 11,600 civil service officials had been dismissed, several thousand others had received notice, and, according to the latest news received, the total number of demobilised since October is 23,651.

General Situation. — In general, the situation in Austria is improving slowly but surely, evidence of which is provided by the following facts.

During December the index figure of prices went down by 3%. In October and November, the reduction was respectively 8 and 6%; so that, at the present moment, the cost of living is 17% lower than three months ago. For three months the crown rate has been stable with a slight tendency to improvement.

The most striking proof that the Austrian public is regaining confidence in its own currency is the fact that the bank and saving-bank deposits have increased by 14,400 and 21,700 millions of crowns in October and November respectively. The total deposits amount at present to 60,300 million crowns (paper).

On the other hand Austria is suffering from the industrial depression that invariably follows on periods of inflation or deflation. The number of unemployed is increasing steadily (100,000 for the whole of Austria on December 15th; 75,000 at Vienna).

Ratifications. — The British, French and Czechoslovak parliaments have definitely ratified the Geneva Protocols and laws authorising their participation in guaranteeing a long-term loan in favour of Austria. The Italian Government has issued a decree to the same effect.

2. THE PROVISIONAL HEALTH ORGANISATION

a) The Interchange of Health Officials

The first course in the interchange of health officials, held by the League Health Organisation, came to an end at Geneva on December 20th, at a conference, attended by twenty-two health officers from Austria, Belgium, Bulgaria, Czechoslovakia, Italy, Poland, Russia and the Serb-Croat-Slovene State.

During their two days' stay at Geneva, the participants discussed what they had found most valuable in their two months' experience and on what points they thought changes and improvements should be made in future courses. These discussions were supplemented by written reports from each official. The twenty-two officials were also taken over the Secretariat and Labour Office and given lectures on the nature and working of the League in general, and its Health Organisation in particular.

Dr. Kirkhope of the British Medical Officers of Health Society was present during the two days at Geneva as an observer, since it is expected that the next course will be held in England and will be attended by medical officers of some ten or twelve countries.

b) Contributions to the Anti-Epidemic Fund

The Minister of Foreign Affairs of the Czechoslovak Republic has informed the Secretariat of the League that his Government has contributed the sum of one million crowns (about £ 8000) to the League Anti-Epidemic Fund.

The Swiss Political Department has informed the Secretariat that the question of a contribution to this fund is under consideration, but that no decision has as yet been taken in the matter⁽¹⁾.

It will be remembered that the Council addressed an appeal to States Members of the League, asking them to share the expenses of an anti-epidemic campaign undertaken by the League Epidemics Commission in Poland, Lithuania, Western Russia and the Ukraine.

c) Periodical Reports of the Health Section

On December 6th and 18th the Health Section of the League published reports on the epidemiological situation in Central and Eastern Europe and Greece.

Russia and the Ukraine. — According to the report of December 6th, the total number of cholera cases registered from January 1st to October 7th, 1922, amounts to 83,367.

As regards typhus and recurrent fever, the returns for Soviet Russia and the Ukraine, although incomplete as yet, show that the latter disease is the more prevalent.

The railway sanitary service is working this winter under less satisfactory conditions than in 1921—1922; for reasons of economy, all sanitary trains have been withdrawn and the number of beds at the isolation stations has been reduced by half.

Recent reports emphasise the wide prevalence of malaria and the increasing virulence of this disease.

Other countries. — The report of December 6th also contains information on the epidemiological situation in Poland, Finland, Latvia, Czechoslovakia, the Serb-Croat-Slovene Kingdom, Bulgaria and Constantinople.

Greece. — The report of December 18th contains an account of the sanitary situation in Greece, which has been unfavourably influenced by the arrival of refugees from Asia Minor and Thrace.

(1) In Vol. II, No. 9 (page 217) it was erroneously stated that the Swiss Government was preparing a bill appropriating the sum of 50,000 frs. towards the expenses of an Anti-Epidemic campaign in Eastern Europe.

Up to November 9th, 812,585 refugees had been registered by, and were receiving help from the Greek Ministry of Public Assistance. Of this number, 599,305 were from Asia Minor and 213,250 from Thrace. There were also thousands of refugees living in Greece who were able to support themselves. As large numbers are still arriving, it is probable that a total of 1,500,000 will shortly be reached.

The situation is serious as Greece, whose resources have been exhausted by a long period of wars, is inadequately prepared to cope with the various sanitary problems involved: for instance, housing shortage, lack of fuel and drinking-water, etc. The feeding arrangements vary according to local resources and the amount of flour received from abroad. In certain districts food is extremely scarce, while in others a daily ration of 300 grammes of bread (or a sum of 2 drachmes) is distributed to all registered refugees. At present, the situation shows signs of improvement as the food supplies from the Government and different relief organisations have increased.

As regards the epidemiological situation, various cases of illness have been reported from the refugees camps. At the beginning of December, cases of tropical malaria were notified. Numerous cases of scarlet fever, diphtheria, skin-disease and enteritis have occurred among children. A high infant death-rate, due to enteritis, is reported from Athens and eye-diseases are prevalent. Dysentery of a mild type has broken out in several camps. Outbreaks of small-pox have occurred in the Piraeus, where the disease is endemic. Refugees are now vaccinated and the spread of the disease has been stopped. A few cases of typhus, recurrent fever and bubonic plague were notified recently among the permanent Greek population. As regards cholera, special disinfecting measures are taken in the case of Russian refugees.

It is feared that, with the approach of winter and the increasing pollution of the camps, diseases of the respiratory and digestive organs are likely to spread among the refugees. The Ministry of Public Assistance is entirely responsible for the care of these people and has full executive powers to deal with all matters in connection with them. There is also a limited epidemic service at the Ministry of the Interior, and the Government proposes to organise a temporary sanitary service. According to information given by the American Red Cross, the total number of hospital beds is 15,005 and the minimum required in order to deal with all infections cases is 20,000, but for this neither buildings nor financial resources exist. To meet these requirements the American Red Cross is providing 5000 beds, some of which will have to be placed under canvas.

3. COMMUNICATIONS AND TRANSIT

Since the close of the third Assembly the Advisory and Technical Committee on Communications and Transit has continued its work, which has now entered into the following phase:

- a) *Continuation of the work of the Barcelona Conference.* — Generally speaking, the ratification of the Convention on Freedom of Transit is progressing normally, the only difficulty being the inevitable slowness of procedure. The ratification of the Convention on the Regime of Navigable Waterways will probably be facilitated in 1923 by agreements between the riparian states of waterways of International Concern such as were provided for by the Advisory and Technical Committee at its last session.

The Central Commission for the Navigation of the Rhine has already placed on the agenda-list of its next session the examination of the Barcelona Conventions in so far as they are applicable to the Rhine. The

Statute of the Danube, which was established shortly after the Barcelona Conference, was drawn up in conformity with the Barcelona Conventions. The Statute of the Elbe, which has been signed, and that of the Oder, which is in course of preparation, have been drawn up under the same conditions.

- b) *Continuation of the work of the Passports Conference.* — Fresh progress has been made in the simplification of passport formalities as recommended by the Paris Conference (October 1920). During the last months the suppression of visas has been generalised to a considerable extent. An up-to-date statement on the progress of the inquiry on this subject, which was begun last year, will be published early in 1923 by the Organisation for Communications and Transit.
- c) *Continuation of the work of the Genoa Conference.* — The Advisory Committee was called upon to examine from time to time the progress achieved in carrying into effect the resolutions of the Genoa Conference. These resolutions provide *inter alia* for the organisation of an international system of mutual assistance for the improvement of transport material in countries which have suffered in this respect. In this connection the Advisory Committee has worked out a liaison and agreement scheme, which, under the budgetary provisions of the Assembly, may be brought into operation in 1923.
- d) *Preparation of the second General Conference on Communications and Transit.* — The Organisation for Communications and Transit will hold its second General Conference in the latter half of 1923. According to recent decisions of the Assembly, the documents relative to the Conference must be delivered to States Members five months before the session. The preliminary work will therefore have to be terminated during the first three months of 1923, and the various Sub-Committees will meet between January 1st and March 15th. A plenary session of the Advisory Committee, which will approve the agenda and present to the Council definite proposals concerning the summoning of the Conference, will be held about March 15th. It is probable that the agenda will include the following items:
 - 1) *General Convention on the International Regime of Railway.* — This Convention is provided for in the peace treaties which stipulate that it shall be drawn up within a lapse of five years after their conclusion. The question was therefore raised at the Conferences of Barcelona and Genoa. The Convention will in all probability contain a summary code of recognised international obligations regarding transport by rail and will establish certain general principles to which it is possible to give a more universal application than the various agreements at present in force. It is not intended that the Convention shall replace such agreements, but that it shall help to extend the scope of improvements obtained by their means. The Convention will moreover promote the conclusion of special agreements in conformity with its principles. Further, it will endeavour to ensure the application in this domain of the principle of the equitable treatment of commerce. A preliminary draft of the Convention is being made by the experts of the Railway Sub-Committee which will meet on January 15th.
 - 2) *Convention on the International Regime of Ports.* — This Convention is also provided for in the peace treaties, and its conclusion, at an early date, was recommended by the Genoa Conference. The Advisory Committee is at the present moment considering the extension of the regime adopted by the Barcelona Conference to all ports situated on waterways of international concern, the coasting trade does not figure in the scheme. Subject to this reservation, the draft which will be submitted to the second General Conference on Communications and Transit will ensure equality of treatment to all flags in all ports.
 - 3) *Convention on Hydro-Electric Power.* — In this connection two different texts are being drawn up for submission to the approaching Conference: 1) a draft convention ensuring freedom of transit for hydro-electric power and 2) a draft convention facilitating the use of international waterways for producing hydro-electric power. The question of the sale from one country to another of hydro-electric power for the electrification of railway lines is being discussed by the committee preparing the Railway Convention.

e) *Miscellaneous Questions.* — The Advisory Committee is pursuing the examination of various questions of a technical order, such as: 1) the possibility of establishing uniformity in private commercial law with regard to inland waterways; 2) the unification of tonnage measurement in inland navigation (these two questions have been placed on the agenda of the different commissions for inland navigation); 3) the opium traffic in free ports, which will be considered by a special Sub-Committee which will meet on January 10th, during the session of the Advisory Committee on Traffic in Opium; 4) preventive measures against the spread of epidemic diseases by inland navigation, which will be discussed about the same date by a joint committee formed by members of the League Health Committee and the Advisory Committee on Communications and Transit; 5) a preliminary study of the reform of the calendar. The problem of the unification of air traffic legislation does not seem ripe for an exchange of views with the International Air Traffic Committee.

f) *Contact with international organisations.* — Whilst pursuing its investigations in its own special domain, the Advisory Committee endeavours to remain in close contact with various international bodies, such as the commissions for inland navigation, the International Air Traffic Committee and others concerned with questions of transport. For example, the Advisory Committee has recently established contact with the International Railway Union which has just been constituted by the European railway administrations. The statutes of this association provide for the attendance at its regular conferences of representatives of the Advisory Committee on Communications and Transit. In general, the League Organisation for Communications and Transit proposes to act 1) as co-ordinating intermediary between international associations concerned with special aspects of the transport question and 2) as investigating agency for questions touching government matters which may be raised in connection with work undertaken by a technical non-government institution such as the International Railway Union.

4. COMMITTEE ON INTELLECTUAL CO-OPERATION

First meeting of the Sub-Committees

The three Sub-Committees appointed by the Committee on Intellectual Co-operation met for the first time in Paris, from the 18th to the 23rd December. Each sub-committee worked for two days and held two sittings a day.

The *Sub-Committee on Intellectual Property*, composed of Professor Bergson (Chairman), M. Destrée, Prof. Ruffini and Mr. de Torres Quevedo (Mr. Millikan having sent his observations in writing), devoted all its time to the question of scientific property. It examined the problem of extending copyright to new theories and discoveries so as to allow scientists to share in the profits ultimately resulting from their work. At present only the inventor of the industrial application of a discovery is protected by the system of patents. The mathematician, the physicist, the chemist or the biologist, whose discovery has led up to the invention, gains nothing from it, either for his laboratory or for himself.

The Sub-Committee took note of the reports presented by the Joint International Bureaux of Industrial, Artistic and Literary Property at Berne and the International Union of Pure and Applied Chemistry (represented by Mr. Paul Kestner, President of the Society of Industrial Chemistry). It then examined two draft laws relating to the protection of scientific property, the one drawn up by the French Confederation of Intellectual Workers and explained by the delegates Messrs. Émile Borel and Gallié; the other by M. Joseph Barthélemy, the delegate to the League of Nations. The Committee also heard a Report read by M. Breton, Director of the French Office of Research and Inventions.

After thoroughly discussing the question, the Sub-Committee unanimously agreed that the protection of scientific property, as contemplated by the Plenary Committee last August, was not only urgently needed but also practicable. It entrusted Professor Ruffini with the task of drawing up a general report establishing the legal principles of the protection of scientific property. It was considered that these principles might serve as the basis for an international convention as well as for draft laws, which, with the necessary modification to suit national legislation, could be submitted to the parliaments of the different countries.

Mr. de Torres Quevedo was requested to draw up a supplementary report showing, by means of concrete examples, the possibility of applying to individual cases the legal principles and legislative proposals contained in Professor Ruffini's scheme. These two Reports will be presented to the Committee on Intellectual Co-operation at its next plenary meeting.

The *Sub-Committee on Bibliography*, composed of Professor Bergson, (Chairman), Mme Curie-Sklodowska and M. Destrée, has co-opted as experts, M. Godet, Director of the Swiss National Library, Dr. Hagberg Wright, Director of the London Library and Dr. Schramm, of the American National Research Council, whose place was taken at this meeting by Dr. Johnston, Director of the American Library in Paris. Dr. Johnston was accompanied by Dr. W. G. Leland, of the Historical Department of the Carnegie Institute. The choice of further experts has been entrusted to the original members of the Sub-Committee, who have decided that the International Institute of Bibliography of Brussels and the Concilium Bibliographicum of Zurich shall be invited to send representatives to the next session.

During its first session, the Sub-Committee thoroughly discussed the subject of international collaboration with regard to analytical bibliography. It examined the question whether it would not be possible to co-ordinate the scattered efforts of the organisations and publications which in the various countries prepare and print the abstracts of scientific work. In this way a certain waste of labour would be avoided, and by means of a methodical division of work a more complete analytical bibliography of each of the sciences would be ensured.

The proposals drawn up by Mme Curie were examined and approved in principle by the Sub-Committee, which then submitted them for examination to a fairly large number of experts. The Sub-Committee heard the President of the International Council of Research, M. Emile Picard and M. Th. Homolle, Administrator-General of the French National Library and unofficial representative of the International Academic Union. It also had the benefit of information given by M. Ch. Mouren on the work of bibliography and documentation undertaken in the realm of chemistry; by M. Marouzeau, of the French "École Pratique des Hautes Études" on classical bibliography and philology; by M. Lacroix permanent secretary of the French Academy of Science, on geological bibliography. M. Lacroix, assisted by M. Deheirain, Librarian of the "Institut de France" also gave information to the Sub-Committee on the subject of the "International Catalogue of Scientific Literature;" M. Herr, Librarian of the "École Normale Supérieure", submitted a few observations on the difficulties of the problem.

Recognising the extreme complexity of the question, the Sub-Committee postponed all decisions until its next session and requested its secretary in the meantime to prepare a detailed report containing surveys of the work accomplished by certain countries in analytical bibliography of sciences.

The same Sub-Committee also examined a proposal made by its Chairman regarding the foundation of one or more international libraries, which would receive copies of every publication in every country. They could be established at small expense by means of the introduction of this system of international legal obligation to deposit books. After the members of the Sub-Committee had

exchanged opinions on the subject, they heard the views of M. Camille Bloch, Inspector-General of Libraries and Director of the Library of the Paris War Museum. M. Bloch was asked to present a detailed report at the next meeting of the Sub-Committee.

The plan for an international scientific review, drawn up by Prof. Klemsiewicz of the Polytechnic School at Lwow (Poland) and submitted by Mme Curie, was approved in principle by the Sub-Committee, but its examination in detail was postponed until the next meeting, as was also that of the scheme proposed by M. Gehri (Geneva) for the publication of an international bibliographical bulletin.

The question of historical bibliography, on which the Sub-Committee has received information from Prof. Horvath of Budapest, has been submitted to the International Congress of Historical Knowledge, which meets at Brussels next April.

The Sub-Committee also noted the Report of its secretary on the organisation of the international exchange of publications, the examination of which question had been entrusted to the Committee on Intellectual Co-operation by the Council of the League of Nations. The Sub-Committee approved the conclusions drawn in this Report and requested one of its members, M. Destrée, to establish unofficial contact with the Belgian Department for International Exchange, which acts as central office for the organisation of this exchange, in accordance with the Conventions of 1886.

Finally, M. Godet, Director of the Swiss National Library, informed the Sub-Committee that, at its next session, he would submit certain schemes regarding the publication of a bibliographical Year-Book and the establishment of offices in the various countries for bibliographical information; Dr. Hagberg Wright, has promised to add to this Report a Memorandum on the work of the information department of the London Library.

The *University Sub-Committee*, composed of Professor Bergson (Chairman), M. Destrée, Mr. Paton (substitute for Professor Murray) and Professor de Reynold (Professor de Castro and Mr. Millikan having sent their observations in writing), first examined the Report of its Secretary on the proposals made at the last meeting of the plenary Committee by its American and Indian members, Dr. Hale and Professor Bannerjea. After an exhaustive discussion the Sub-Committee arrived at the conclusion that it would be difficult to collect, as Dr. Hale suggested, the names of all the courses held by all the universities in the world in a periodical that could be published in time to reach the students of the various countries. However, the essential part of Dr. Hale's suggestion might be realised if precise information could be received periodically from the different universities regarding certain special courses which their professors intended to hold. This information would supplement what is given in the large year-books already published. It might, perhaps, be collected and published periodically by an Inter-University information Bureau, established under the patronage of the League of Nations in accordance with Professor Bannerjea's proposal. The Sub-Committee decided to ask Professor Bannerjea to prepare a detailed scheme for a Bureau of this nature.

The Sub-Committee also adopted a Report by Professor de Reynold on the international interchange of lecturers. A complete set of documents on the work accomplished up to now in this domain will be annexed to this Report. The Sub-Committee also took into consideration the plan suggested by its chairman regarding the usefulness of objective instruction of the current problems, the state of mind and the vital interests of foreign nations. Such instruction, given as scientifically as possible, and by the best national or foreign specialists, would be of great value in every country. It might be more or less closely connected with the universities, according to the customs and traditions of the different nations.

The Sub-Committee also approved the conclusions drawn in the Report prepared by its expert, M. Luchaire, Inspector-General of Education in France, on the advantages of international co-operation in the teaching of modern languages and literature. On these two last questions the Sub-Committee consulted several professors of foreign language and culture at the University of Paris; MM. Cazam, Cestre, Legonis, Lichtenberger and Martinenche, as well as M. Ch. Garnier, lecturer at the Lycée Louis le Grand. Their observations will be used by M. Luchaire in the final version of his report, as well as by M. Destrée who has consented to develop the scheme proposed by Professor Bergson.

Finally, the Sub-Committee heard the President of the International Students Confederation and M. Ch. Flory, the representative of "Pax Romana" (International Association of Catholic students). The Sub-Committee reserved the right to hear at some subsequent session, the representatives of other international groups of students. The President of the International Confederation M. Gerard, described the present situation of this organisation and explained the working of its central office. He conveyed to the Sub-Committee the wish of the Confederation to obtain the patronage of the League of Nations. The two delegates informed the Sub-Committee of the interest taken by the students of the various countries in the problem of a central bureau for information concerning university matters—a problem which has also engaged the attention of the Committee on Intellectual Co-operation.

* * *

Members of the plenary Committee who were present at these meetings devoted a part of the last sitting to an exchange of views regarding the general enquiry into the conditions of intellectual life in different countries, the scheme for which has been approved by the Council and Assembly of the League. The division of work among the various investigators was settled, the number of questionnaires fixed, and the main lines of a programme for the publication of the essential results were traced.

The Secretariat informed members of the Committee that were present that certain new offers had been unofficially received from institutions willing to serve as intermediaries in the relief work in the countries of Central and Eastern Europe (See Monthly Summary, Vol. II. No. 2), viz. the University of Dorpat for Esthonia, the Academy of Bucharest for Roumania and the Academy of Prague for Czechoslovakia.

IV. Administrative Questions

DANZIG

The Danzig Police. — As a result of an incident between French sailors and the Danzig inhabitants during a recent visit to Danzig of the French Naval Division of the Baltic, the question of the organisation of the Danzig police forces was raised at the last session of the Council, and the High Commissioner was requested to send in a Report on the matter. The Secretariat has received this Report as well as a statement from the Government of the Free City, dealing with the question and showing the police budgets for 1921.

The Financial Situation of the Free City. — The High Commissioner, as well as the Senate of the Free City, have forwarded their observations on the recommendations of the Financial Committees of the League concerning the financial situation of the Free City, (see Monthly Summary, Vol. II, No. 9, page 200). The Senate has decided that it must enter into negotiations, with a view to the introduction of a new currency, but points out the difficulties in

its path. Moreover, the budgetary situation has greatly improved, and what is most needed is working capital. The High Commissioner thinks that money must be lent Danzig from outside, and that the lender must be given, through the League of Nations, control of the administration of his money.

The views of the Reparation Commission and of the Conference of Ambassadors on the report of the League's Financial Committee have not yet been received.

Appeals against the High Commissioner's Decisions. — In addition to the appeals mentioned in the last number of the Monthly Summary, the Government of Danzig has appealed against the decisions concerning the Danzig-Memel Treaty, and the Methods of Correspondence to be used when Poland is conducting the foreign relations of the Free City (see below).

New Decisions of the High Commissioner. — The High Commissioner has given five new Decisions, since those already reported (1).

The first, dated November 28th, 1922, concerns the manner in which correspondence should be conducted between the Danzig and Polish Governments and between the latter and any foreign Government when Poland is conducting the foreign affairs of the Free City. The High Commissioner decided that, in correspondence regarding the conduct of foreign relations, the Government of the Free City must address all communications direct to the diplomatic representative of the Polish Republic in Danzig, who acts as an intermediary between the Polish and Danzig Governments.

A Decision, dated December 5th, 1922, deals with the question of languages to be used by the Danzig Port and Waterways Board (which is provided for by the Danzig-Polish Treaty of November 9th, 1920, and is composed of an equal number (5) of Polish and Danzig Commissioners). The High Commissioner, in his Decision, establishes the principle that the Polish and German languages are to have equal rights. The President of the Harbour Board has to decide which language shall be used on any particular occasion and base his decision entirely upon the best method of ensuring the rapid, effective and economic administration of the Port.

On December 12th, the High Commissioner decided that Poland had no right to establish on Danzig territory a Railway direction which dealt with the management of railways other than those situated within the territory of the Free City, except by agreement with Danzig.

The two other Decisions were on matters of less importance.

2. THE SAAR BASIN

Jurisdiction of French Courts Martial. — The Governing Commission has forwarded its observations on a Note from the German Government of August 28th, 1922, which protested against a decree of the Governing Commission, of June, 1921, concerning the jurisdiction of French Courts Martial over Saar inhabitants, as contrary to the Treaty of Versailles.

The German Note, as well as the reply of the Chairman of the Governing Commission, deals at length with the legal aspect of this question and the potentialities of the situation. The Chairman of the Commission points out, among other things, that, since the issue of the decree in question, not one civilian has been brought before a Court Martial.

Thirteenth Periodical Report of the Governing Commission. — The Governing Commission has forwarded its thirteenth Periodical Report, which deals with the period from July 1st to December 15th, 1922.

(1) See Monthly Summary, Vol. II, No. 11.

Political Situation. — The first session of the Advisory Council presided over by M. Kossmann, was held in July, when the only question discussed was that of its own rules of procedure. After considering the views of the Council, the Governing Commission laid down definitive rules on the subject.

At about the same date the Technical Committee was constituted by the Governing Commission. It is composed of a dean, a head of a public school, a banker, a notary, a farmer, an artisan, two workers and a manager of public works. Its members represent various parts of the Territory and different political groups. Its Chairman is M. Kohler, notary and deputy mayor of Neunkirchen.

Various members of the Advisory Council sent in to the Governing Commission since the first meeting, sixty suggestions, motions, questions and interpellations. The Governing Commission has had each considered and several of the draft decrees prepared by the Commission are based, in varying degrees, on these texts. The adoption of these proposals as submitted would, however, have meant an almost complete reconstruction of the fiscal, legislative and administrative systems in the Saar Basin; and the Commission, in view of the role given to the Advisory Council, felt that it could not grant to that body the right of initiative and interpellation. It has, therefore, not replied to these numerous proposals.

Nine draft decrees have been submitted to the Technical Committee and to the Advisory Council, which began its second session on November 15th and was still meeting at the date of the preparation of this report. These decrees deal, among other things, with the following subjects: legislation concerning houses and leases; reorganisation of a special tribunal dealing with cases of speculation; insurance concerning disablement and old age; procedure regarding expropriation in view of the construction of Customs Houses on the Franco-Saar frontier; official holidays in the Territory; taking of oaths at the Tribunals, etc.

Up to December 15th the Advisory Council had given its opinion with regard to three. It made no observation with regard to two: concerning insurance with regard to disablement and old age; and they were, in consequence, adopted by the Governing Commission. An unfavourable opinion was given regarding the one dealing with the housing legislation.

Economic Conditions. — This part of the Report deals at great length with the general situation in the Saar industries, with the effects of the fall in the value of the German mark, and with the measures taken by the Governing Commission to alleviate its evil consequences. It also deals with the problem of double currency, to which, it is stated, the Governing Commission is paying special attention. The statistics showing exports and imports from and to the Saar prove that the trade balance of the Territory is active. For the first nine months of 1922 imports were valued at over 680,000,000 francs and exports at over 1,100,000,000 francs. The report further contains statistical data regarding the number of unemployed, the number of wagons loaded, the production in the coal, iron, glass and other industries, the number of inexpensive houses built, the banking deposits in marks and francs, the wages of workers and the cost of living with index numbers, the consumption of food, mortgages, etc. The report states that the figures relating to trade movements, unemployment, mining and iron production, food consumption, mortgages, and commercial failures, show the economic conditions of the Saar Basin in a favourable light.

Administrative Activity. — The Governing Commission signed with the German Government, on November 13th, in Frankfort, a Protocol concerning the position of war invalids in the Saar, which will be registered soon with the Secretariat of the League. Negotiations have also taken place with the German Government with regard to the postal relations between the two countries and concerning the modification of the protocol signed with Germany at Frankfort in December 1921, with regard to Social Insurance.

Finances. — With regard to the financial situation, it is stated that owing to the rapid fall of the mark the equilibrium of the budget is menaced and that the Commission will have to consider the possibility of establishing its future budgets in a single currency.

The following chapters deal with: food supply and public works, and justice (giving the number of cases submitted to civil and penal tribunals). The chapter on public instruction gives details of the steps taken with regard to the plans for the development of vocational schools, and indicates that it has only been possible to make provision for the teaching of French to seven thousand children in the primary schools although there are five thousand others whose parents have requested such instruction.

The measures undertaken by the Labour, Commercial and Industrial Departments are also enumerated. The Department for Labour has intervened, generally with success, in strikes which have taken place in ten different industries, and various German laws and decrees dealing with labour legislation (home industries, insurance, protection of women, etc.) have been introduced into the Territory.

Two of the three millions of francs voted by the Governing Commission for the relief of those affected by the present economic distress, were distributed before the beginning of winter. The French Mining Administration has also put 6,000 tons of coal at the disposal of the Governing Commission for the relief of those in need. As a result of a decree concerning compulsory employment of war invalids, two hundred war invalids of the more serious type have found employment.

Several pages of the Report are devoted to health conditions in the Territory, and a special statement is annexed giving statistical data concerning the spread of infectious diseases for the years 1913 to 1922.

The report concludes with the words: "The whole economic future of the Saar Basin depends to-day on the monetary question, and a solution will have to be given to in the months to follow".

V. Political Questions

I. DELIMITATION OF THE FRONTIERS BETWEEN HUNGARY AND THE SERB-CROAT-SLOVENE KINGDOM

Basing its request on the terms of the covering letter to the Treaty of Trianon, the Hungarian Government had asked the Council to lend its good offices for the delimitation of the frontier between Hungary and the Serb-Croat-Slovene Kingdom.

The council was unhappily not able to effect a friendly settlement of the question, and so informed the Conference of Ambassadors (1).

That Conference decided, in these circumstances, to proceed with the delimitation of the Serbo-Hungarian frontier in conformity with the Treaty of Trianon and without reference to the proposals put forward by the Frontier Commission.

2. POLAND AND LITHUANIA

M. Saura's Report. — The Consul-General of Spain at Brussels, M. Saura, who had been requested by the Council of the League to study the possibility of establishing a provisional frontier between Poland and Lithuania to replace the Vilna zone, has communicated his report to the Council (2).

During his mission, M. Saura observed that the neutral zone was in a very unsettled state and exposed to frequent raids by armed bands.

The Lithuanian Government has so far persisted in its unwillingness to suppress the neutral zone, a measure of which the Polish Government is in favour.

M. Saura's report, will be submitted to the Council at its next session.

VI. Social and Humanitarian Questions

I. THE TRAFFIC IN OPIUM

The Advisory Committee on Traffic in Opium will hold its fourth session in Geneva on January 8th, 1923. The principal subject on the agenda-list is the extension of the import and export certificate system. The Committee will also discuss the results of various enquiries, for example, the replies from Governments regarding the total requirements for internal consumption of opium and its derivatives and of cocaine, the enquiry made by the Health Committee into the world's needs of drugs for legitimate purposes, etc.

(1) See Monthly Summary, Vol. II., No. 9, page 205.

(2) See Monthly Summary, Vol. II., No. 9, page 265.

A new member has been added to the Advisory Committee. In reply to the invitation of the Council of the League, the United States Government has appointed Dr. Rupert Blue, Assistant Surgeon-General in the Department of Public Health, to assist in the work of the Committee in an unofficial and consultative capacity.

2. SUPPRESSION OF TRAFFIC IN WOMEN AND CHILDREN

The Secretariat of the League has received the information that, in view of the danger of traffic in women and children being carried on in the refugee camps at Athens and on the landing-stages, the Greek Government has immediately taken certain precautionary measures. Parliament has ratified the 1921 Convention, which includes the 1904 Agreement entailing special action in railway stations and ports of embarkation. The Ministry of Assistance has formed a special section, which will act as the Central Authority provided for in the 1904 Agreement to deal with cases of traffic in women and children, and the League of Nations has been asked to invite the International Bureau for the Suppression of Traffic in Women and Children to send out one of its members to assist the Greek Government in its efforts to guard against the traffic.

VII. Miscellaneous

FORTHCOMING EVENTS

January	8 th :	Meeting of the Health Committee, Geneva.
January	8 th :	Session of the Advisory Committee on Traffic in Opium, Geneva.
January	8 th :	Extraordinary session of the Permanent Court of International Justice, The Hague.
January	10 th :	Meeting of Transit Sub-Committee for the Study of the Question of Traffic in Opium in Free Ports, Geneva.
January	10 th :	Mixed Sub-Committee of the Health Committee and the Committee on Communications and Transit, Geneva.
January (end):		Twenty-third session of the Council of the League.
March	1 st :	Second session of the Advisory Committee on Traffic in Women and Children, Geneva.

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