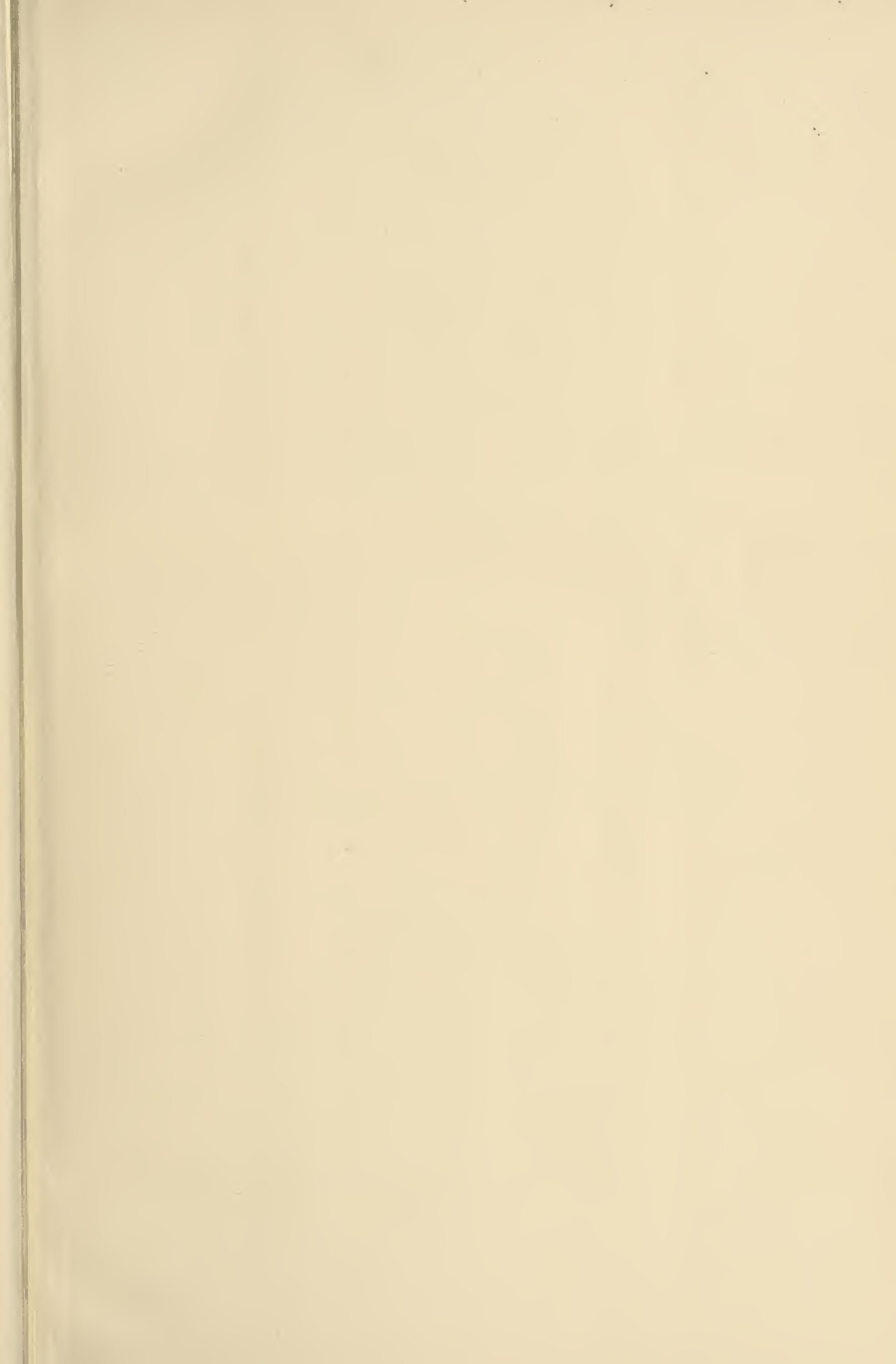




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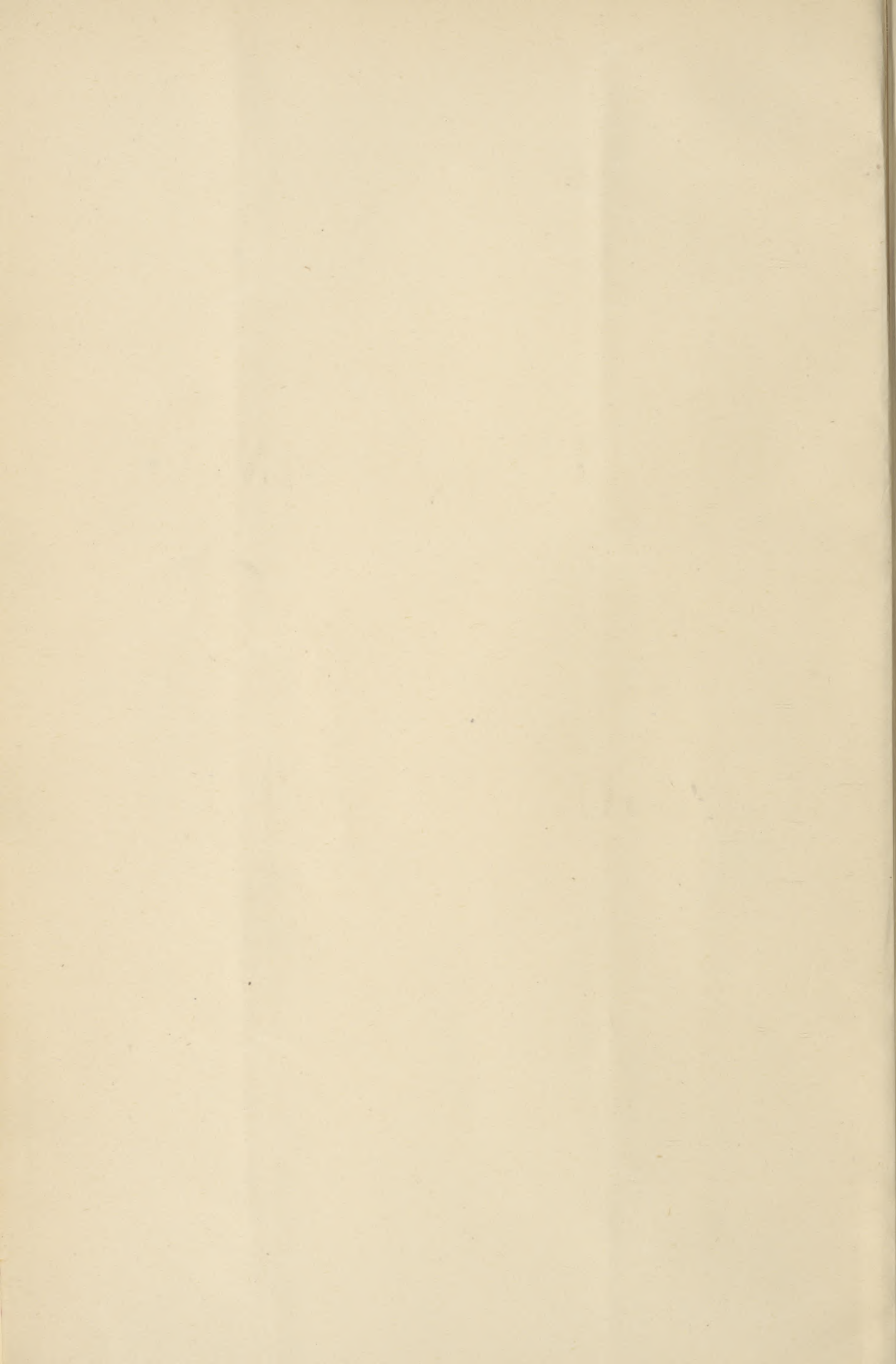




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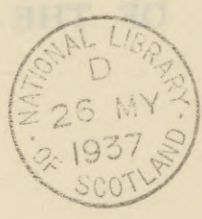


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Abbreviations.

Art.	=	Article.
Ass.	=	Assembly.
Cl.	=	Council.
Comm.	=	Commission.
Conv.	=	Convention.
Cttee.	=	Committee.
Int.	=	International.
Intell.	=	Intellectual.
Kgd.	=	Kingdom.
Org.	=	Organisation.
Repres.	=	Representative.
Perm.	=	Permanent.
Resol.	=	Resolution.
Sec.-Gen.	=	Secretary-General.
Tel.	=	Telegram.
U.S.S.R.	=	Union of Soviet Socialist Republics.

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THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

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I.—SUMMARY OF THE MONTH.

January, 1936.

The main feature in the League's activity during January was the ninetieth ordinary session of the Council.

The Council paid a tribute to His late Majesty, King George V, and also recalled the memory of Mr. Arthur Henderson and M. Jules Destrée, both of whom had co-operated in the work of the League.

The conflict between Ethiopia and Italy is still of concern to the League. The Committee of Thirteen, which was instructed to examine the situation as a whole, "bearing in mind the provisions of the Covenant," submitted to the Council a report, which was adopted by that body. In this report, the Committee observed that the war was still continuing in Ethiopia, and that the vast majority of Members of the League were applying the measures agreed upon to help towards a speedy restoration of peace. The Committee saw no possibility of giving effect to the request of the Ethiopian Government for financial assistance, seeing that the Convention on that subject had not yet come into force.

The Committee of Eighteen has set up an Expert Committee to collect information as to the state of trade between the countries applying sanctions and Italy. Another Expert Committee was also appointed to conduct a technical examination of the conditions

governing the trade in and transport of petroleum.

The United Kingdom Government informed the Secretary-General of its conversations with the French, Hellenic, Turkish, and Yugoslav Governments on the interpretation of the obligations incurred by Members of the League towards those who, owing to the application of Article 16, might be subject to attack by the Covenant-breaking State. It conveyed to the Secretary-General the substance of the agreement reached for joint action in the event of an outbreak of hostilities in the Mediterranean owing to the application of sanctions.

* * *

The Council heard the representatives of the U.S.S.R. and Uruguay on the dispute that had arisen between these two countries owing to Uruguay's having given notice of the interruption of her diplomatic relations with the U.S.S.R. The Council hoped that this interruption would be temporary and that the two Governments would take the first suitable opportunity of renewing diplomatic relations.

* * *

The Council considered the situation in Danzig and adopted the opinion of the Permanent Court of International Justice concerning the breach by the Senate of the Free City's Constitution. The Council stressed the

necessity that the Senate should govern the Free City in conformity with the Constitution.

* * *

The Council also dealt with the work of the

Mandates Commission, the Financial Committee, the Communications and Transit Organisation, the Health Organisation, the Committee on International Assistance to Refugees, etc.

II.—OBITUARY.

1. *Tribute to His late Majesty King George V.*

The Council held a formal meeting on January 21st to pay a tribute to the memory of King George V.

The President, Mr. Bruce, representative of Australia, spoke as follows :

"It is with a profound sense of grief that, in my capacity as President of the ninetieth session of the Council, it is my duty on your behalf to express our sorrow at the death of King George and our sympathy with Queen Mary, the other Members of the Royal Family, and the British nation.

"In the early hours of this morning, a waiting world learnt, with a feeling of almost personal bereavement, of the death of the beloved Sovereign of the British Empire.

"His life was dedicated to the service of his people. His aims were their happiness and well-being.

"During twenty-five years, in the most critical and difficult period of the world's history, His Majesty reigned over the British Empire. With each passing year, the trust, admiration, and love of his people strengthened. All those sentiments, deep rooted in an ordinarily undemonstrative people, found expression in the Jubilee celebrations of last year. Those celebrations afforded a spectacle of unparalleled loyalty and affection. They bore testimony to his life of service, his lofty conception of duty and his broad human sympathies.

"In their hour of joy and happiness the world rejoiced with the British people. In their hour of sorrow and affliction the world mourns with them. Do not these common hours of joy and suffering draw all peoples closer together? Do they not greatly contribute to that mutual understanding and sympathy upon which must be based the League's ideal of universal peace?

"During his lifetime His Majesty King George never wearied in his efforts to establish world peace and a better understanding between nations. Is not our common sorrow at his death another step towards the achievement of that which he so earnestly desired? During his long reign he laboured with a selfless devotion to duty which was an example during his life and will remain an inspiration not only to his own people but to the world."

The Members of the Council, in turn, expressed their appreciation of the late King's eminent qualities and offered their sympathy to the Royal family, associating themselves in the mourning of the Commonwealth of British nations.

M. Léger (France) said that a great people

which, under the high moral authority of its most noble and revered sovereign, had always been actively associated both in the defence and in the organisation of peace, with every project for international solidarity, was now in mourning. At a moment when everyone bowed in silence before the grief of the Royal family and the affliction of a whole nation, he desired to say that his country's friendship for the British people bore the profound imprint of so many trials, of the pursuance of so many efforts, and the sharing of many common hopes.

Baron Aloisi (Italy) said that King George V, surrounded by his people's devotion, had guided the destinies of his country during twenty-six years. He had now passed away, but his memory would live after him, an eloquent testimony to a noble life of enlightened virtue. The memory of this great Sovereign was linked with that of a fellowship consecrated in a tragic hour of history.

M. Litvinoff (U.S.S.R.), after mentioning the close ties that united the British people to its Sovereign, added :

"Our co-operation in the organisation of the League of Nations has enabled us to understand each other's sorrows better. We are aware that, under the guidance of their King the British nation, throughout his reign, successfully coped with great difficulties, both during and after the War. Latterly, the British Government has been engaged in the difficult task of making the world safe for peace—a work in which it has had the co-operation of all the Members of the Council. It is thus that we are able more fully to share in their sorrow at this present time."

M. de Madariaga (Spain) said that the Spanish people was united to the British nation by many centuries of history. "We have always appreciated," he said, "its political genius, stability and discipline, which have made it one of the most solid constructions of the universal city we are endeavouring to build. Let the memory of their great King strengthen still further the people who have lost him."

M. Beck (Poland) said that throughout his glorious reign, rich in historical events, His Majesty King George V gave proof of the greatest qualities of a monarch. While his memory remained indissolubly bound up with the greatest crisis in modern history, while

the soldier on the battle-field saw in him his great chief, the symbol of the home country, he became, during the post-war period, a factor of stabilisation in the political life of the British Empire which is an essential condition of the stability of the whole world.

M. Ruiz Guinazu (Argentina) said that the death of King George, who was a magnificent embodiment of the greatness of the British Empire, had caused profound grief in the Argentine, which was bound to the British people by more than a century of friendship.

M. Monteiro (Portugal) said that his country and the United Kingdom were bound by associations of friendship and goodwill, during peace and war, extending over more than six centuries. This alliance, rooted in the past, had created a fraternity which it seemed that nothing could break. They had a long history of common sacrifice which made the grief of the British Empire the grief of the people he represented. The noble qualities of King George commanded respect and admiration.

M. Munch (Denmark) said that his country entertained the greatest affection for King George V, whose mother was a Danish princess. He referred to Denmark's friendship for the British nation, which had exercised an important influence on its social and political development.

M. Garcia Oldini (Chile) referred to the links which united his country with the United Kingdom, and which had been formed and strengthened during a century and a half of comprehension, *rapprochement* and loyal collaboration. English names were written large on some of the finest and most decisive pages of Chilean history.

M. Rustu Aras (Turkey) expressed his country's admiration for King George and for the kindness and loyalty for which he was renowned as the sovereign of millions of subjects scattered throughout the world and as the head of States that were illustrious members of the family of nations. Under his reign, Turkey was able to establish the foundations of a frank and loyal friendship with the United Kingdom.

M. Titulesco (Rumania) said that the strong links that bind Rumania to the people thus afflicted gave her cause to feel their great sorrow as an occasion for national mourning. King Carol, his own august sovereign, was a close kinsman of His late Majesty King George. Rumanians throughout the world would always remember with gratitude the great part played by the British Empire and its august sovereign

in bringing about their national unity. He would never forget the privilege that had fallen to him to represent his country at the Court of St. James's on several occasions. He had always considered that intimate and constant collaboration with the British people as the best political school of his life. The most durable result of that training was the pride he felt in belonging to the human race whose yearnings for justice and the ideal could never be assuaged. To work for peace was the political testament left by King George the Fifth. Rumania undertook to execute that testament with devotion.

M. Zaldumbide (Ecuador) felt that the loss suffered by the British Empire extended beyond the confines of that vast realm to the most distant countries. This universal sorrow arose from the fact that the King's death reminded peoples throughout the world of the many lessons that might be learnt from that source of knowledge in the art of governing in freedom and with justice.

Mr. Eden (United Kingdom) thanked the Members of the Council in the following words :

"As the representative of His Majesty's Government in the United Kingdom I wish to express to my fellow Members of the Council our deep appreciation of their expressions of sympathy on the occasion of the death of our beloved sovereign George the Fifth. The Council will forgive the emotion with which I speak. To every one of his many millions of subjects throughout the world the death of His Majesty has brought a sense of heavy loss; to those whose proud duty it has been to serve him, a deep and intimate sorrow.

"We live in a time of storm and stress. We tread warily on shifting sands. But to us, in my country, there has been one sure rock—the personality of our King. Through all those troublous years he has stood, the symbol of all that we respect, the epitome of those qualities to which we as Englishmen aspire. Now he has left us. We mourn him deeply and sincerely. For we feel that we have lost in him not merely the ruler, but the father of his people. He is dead, but he will live on in the hearts of his loyal and faithful subjects. From you, this great Council of nations, my country has today received warm and generous sympathy. We mourn and you have mourned with us. For the words that you have spoken, for the sympathy that you have expressed, I tender to you, on behalf of the British people, our sincere and heartfelt thanks."

The President, as representative of one of the countries, Members of the League of Nations, which mourned the loss of their Sovereign, desired to associate himself with the thanks that had been expressed by the representative of Great Britain.

2. *Tribute to the late Mr. Arthur Henderson.*

On January 20th, the Council paid a tribute to the memory of Mr. Arthur Henderson, President of the Conference for the Reduction and Limitation of Armaments, who had died on October 20th, 1935.

The President, Mr. Bruce (Australia) said that the Council desired to express its sympathy with the British nation and with Mr. Henderson's family at the death of a great servant of peace. He would confine himself to recalling certain of his international activities, and, in particular, his work at Geneva.

In 1924, Mr. Henderson, as a member of His Majesty's Government in the United Kingdom, took a prominent part in the work of the Assembly, and lent his aid to the drafting of the Geneva Protocol. From 1929 to 1931, he was Secretary of State for Foreign Affairs and represented the United Kingdom on the Council. In that capacity, he participated in a series of important events in international affairs. He signed on behalf of the United Kingdom the Optional Clause and the General Act, he helped to frame the Convention for Financial Assistance and the Convention to improve the Means of Preventing War. He took an active part in the efforts to harmonise the Covenant of the League with the Briand-Kellogg Pact. In addition, he participated, in a large measure, in the work of the Hague Conference of 1930 and in the Naval Conference of the same year.

But, above all, his energies were directed towards the preparations for the Disarmament Conference. His many activities in the cause of peace and those rare personal qualities which Members of the Council had had a special opportunity of appreciating when Mr. Henderson presided over the session of the Council in January, 1931, were responsible for his unanimous appointment as President of the Conference for the Reduction and Limitation of Armaments. Rarely had such confidence been more fully justified; for, to that Conference, Mr. Henderson—for a period of four years—devoted in full measure his time and energy. Although the difficulties encountered by the Conference and his persistent and unwearying efforts to overcome them contributed largely towards the aggravation of his state of health, Mr. Henderson never faltered in fulfilling his difficult task to the end. Whatever their views on the many controversial aspects of disarmament, every delegation to the Conference valued his great qualities as a President and as a man. They appreciated his unfailing courage, even at the most difficult moments; they were impressed by his grasp of ideals and realities;

and his impartiality and his kindness of heart made a deep impression on everyone who came into contact with him.

Mr. Eden (United Kingdom) thanked the President for the moving words in which he had spoken of the late Mr. Arthur Henderson. No one who worked with him and valued his friendship, as did Mr. Eden in the last and most difficult years of Mr. Henderson's life, could fail to appreciate his single-minded devotion to his task as President of the Disarmament Conference, and his perseverance and complete sincerity. The great work which he did in those years, even if it did not succeed as he, and everyone else, had so ardently desired, was nevertheless a fitting end to a career which was entirely the achievement of his own character and personality. Mr. Henderson's experience of public life covered nearly half a century of continuous activity, including local government and industrial conciliation, and later the work of Home Secretary and delegate to the Assembly of 1924 and of Foreign Secretary from 1929 to 1931.

He referred to Mr. Henderson's tenacity in negotiation as President of the Disarmament Conference and to his broad and kindly humanity, his fearless courage and his absolute unity of purpose.

Other Members of the Council then spoke of Mr. Henderson and expressed their sympathy to the United Kingdom representative.

M. Laval (France) said that Mr. Henderson had devoted himself to the cause of the reduction of armaments and of reconciliation in Europe with an enthusiasm and faith which compelled admiration. Despite ever-increasing difficulties, he had never for a moment despaired of ultimate success. He had conceived lofty designs; events had not always served him well.

M. Litvinoff (U.S.S.R.) referred to Mr. Henderson's efforts to bring about that good understanding between the nations which was essential to the establishment and maintenance of peace. He could testify to the great devotion he had shown in the cause of disarmament. If the Conference had failed, it was certainly in spite of the great work done by its President. Everyone regretted the failure of the Conference and could see now the sad results which were the outcome of that failure—namely, an enormous race in armaments. But the hope must still be entertained that the day would come when the work done in the Conference under Mr. Henderson's direction would be taken up again, perhaps with more chance of success and with final results.

M. de Madariaga (Spain) said that not only

the United Kingdom, but the world had lost a great citizen. Fortunately, there were now those who could be described as citizens of the world. And one of those who had best deserved that name was Mr. Henderson.

M. Beck (Poland) alluded to Mr. Henderson's deep faith in progress in international relations and his devotion to his sometimes thankless and difficult task, which had always won for him the esteem of the Polish Government and the sympathy of public opinion.

M. Cemal Husnu (Turkey) said that, by Mr. Henderson's death, the cause of peace had suffered a great loss. His unremitting work for disarmament was remembered with deep feeling.

M. de Vasconcellos (Portugal) mentioned Mr. Henderson's devotion to his duties and said that, in losing him, the world had lost one of the most ardent supporters of the ideal of peace.

3. *Tribute to the late M. Jules Destrée.*

On January 20th in the Council, M. Laval, representative of France, rapporteur on intellectual co-operation questions, paid a tribute to the memory of one of those who had done most for the cause of intellectual co-operation.

At the beginning of the month there had died in Brussels M. Jules Destrée, Minister of State of Belgium, former Vice-Chairman of the International Committee on Intellectual Co-operation, Chairman of the Permanent Committee on Arts and Letters, and Chairman of the Directors' Committee of the International Museums Office. This list alone sufficed to show the part constantly played by M. Destrée in the most varied fields of Intellectual Co-operation work. Just as his legal knowledge had enabled him to work assiduously for the protection of intellectual rights, so his great experience of art had led him to share in all forms of intellectual co-operation in the field of art. As a member of the International Committee from its inception, he had throughout given of his best to the cause of intellectual co-operation.

The rapporteur expressed his regrets and respectful sympathy to M. Destrée's family and country.

The President, Mr. Bruce (Australia), on behalf of the Council, associated himself with the tribute paid to the late M. Destrée and with the expression of sympathy to the members of his family.

III.—POLITICAL QUESTIONS.

I. DISPUTE BETWEEN ETHIOPIA AND ITALY.

On January 3rd the Ethiopian Government sent a note to the Secretary-General reminding him that on several occasions it had denounced violations of the laws of war committed by the Italian military authorities in Ethiopia, and in particular bombardments of Red Cross ambulances. The Ethiopian Government accordingly requested the League to undertake an "impartial enquiry" into the way in which hostilities were being conducted by the two belligerent armies.

The Italian Government, on the other hand, announced that it had informed the International Committee of the Red Cross in Geneva—with a view to any action it might think fit to take—of the abuse by Ethiopia of the Red Cross emblem, of the use of dum-dum bullets and of other atrocities committed in violation of the rules of the Geneva Conventions prescribing respect for wounded, dead and prisoners. The documents on the subject forwarded by the Italian Government were communicated to Members of the League.

On January 20th, the Ethiopian Government, in another note, said that the enquiry it had asked for on January 3rd "would now be of

less value," since such an enquiry had now been made by the Swedish Government. The note further denounced the impropriety of any attempt to convert the demand for an enquiry into the atrocities committed by Italian authorities into a political enquiry in preparation for a violation of Ethiopia's independence and integrity. The Ethiopian Government did not recognise that Italy had any "right of expansion in Africa" contrary to the Covenant and especially to Article 10. The Government was not in any way bound by agreements concluded in regard to Ethiopia by Italy with third Powers. Its acceptance in September 1935 of the plan prepared by the Committee of Five was conditional upon modifications, "on the clear understanding that a plan of assistance had been asked for by the Ethiopian Government, without any connection with the Italian conflict and as the accomplishment of the League's duty of giving its disinterested, collective and international co-operation to any State Member who desires it."

The Committee of Thirteen which had been instructed on December 19th by the Council "to examine the situation as a whole, as it may appear in the light of the information which the

Committee may procure, bearing in mind the provisions of the Covenant," considered these various communications on January 19th and 20th, and on the 23rd made a unanimous report, which was adopted by the Council, the Italian representative abstaining.

The report observed that war was continuing in Ethiopian territory, and added that the great majority of the Members of the League were applying the measures concerted in the Co-ordination Committee for the purpose of contributing to the speedy restoration of peace.

As regards the application for financial assistance previously made by Ethiopia, the Committee pointed out that the Convention on Financial Assistance,* to which the Ethiopian Government referred, had not come into force, and there appeared to be no possibility of providing for the organisation of such assistance at the moment.

In regard to the Ethiopian Government's demand for an impartial enquiry, that Government did not press its request, and the Committee did not think it was for it to comply with the request in the present circumstances.

The report concluded as follows :

" When, on December 19th, the Council instructed the Committee to examine the situation as a whole, it had primarily in view the necessity of putting an end to the war, a question which has been the constant preoccupation of the Members of the League since last October. In accordance with their international undertakings, they have concerted economic and financial measures, being animated by the earnest desire to re-establish a just peace as speedily as possible. They have always been resolved to neglect no opportunity of facilitating and hastening the settlement of the dispute through an agreement between the Parties within the framework of the Covenant. The Committee of Thirteen, for its part, declares that if such an opportunity had existed to-day it would at once have submitted suggestions to the Council. It will not fail to do so should more favourable circumstances arise. At present it can only decide to watch the situation carefully, in accordance with the mandate which it received from the Council on December 19th.

" The Committee will meet whenever its Chairman deems this to be necessary. It will also be convened at the request of one of its Members or one of the Parties."

The Committee of Eighteen, which met on January 21st, voted two resolutions. In the first it requested the Chairman of the Co-ordination Committee to convene the Committee of Experts already in existence, at as early a date as might prove convenient, and to invite that Committee to examine the replies received

from Governments to the Co-ordination Committee's proposals since the first session of the Experts, and to take, whether by questionnaire or otherwise, all measures necessary for the collection and publication of statistical and other information concerning the state of trade between the countries applying these proposals and Italy and the Italian colonies.

In a second resolution, the Committee of Eighteen, recalling its proposal of November 6th, 1935, to the effect that measures of embargo should be extended to certain articles as soon as the conditions necessary to render this extension effective had been realised, decided, without prejudice to the proposals which it may see fit to submit to the political decision of Governments, to appoint a committee of experts to conduct a technical examination of the conditions governing the trade in and transport of petroleum and its derivatives, by-products and residues, with a view to submitting an early report to the Committee of Eighteen on the effectiveness of the extension of measures of embargo to the above-mentioned commodities.

The Chairman of the Committee was at the same time asked to invite a certain number of Governments to appoint experts to serve on a committee for this purpose.

On January 24th, the Chairman of the Co-ordination Committee, M. de Vasconcellos, summoned the Expert Committee to meet on January 29th, and the Committee on the technical examination of the conditions governing the trade in and transport of petroleum and its derivatives on February 3rd.

The Expert Committee met with M. Westman as Chairman on January 29th and went rapidly through the information supplied by governments since the last Session as to the steps taken by them to apply the measures proposed in application of Article 16. It then considered what should be done to collect information on the trade of various countries with Italy and appointed Sub-Committees to consider :

1. Communications from Governments relating to Proposals I, III and IV.
2. Communications relating to Proposal II.
3. Matters concerned with the drafting of the questionnaire on trade with Italy.

The following issue of the *Monthly Summary* will contain an account of the work of the Expert Committee and of its Sub-Committees.

* * *

On January 22nd, the Government of the United Kingdom sent the Chairman of the Co-ordination Committee a Memorandum on the " exchanges of view " that had taken place

* See Monthly Summary, Vol. X., No. 9, page 212.

between that Government and the French and certain other Governments in connection with Article 16 of the Covenant. The Memorandum stated that on October 14th, 1935, the Co-ordination Committee had recognised that any proposals for action under Article 16 of the Covenant were made on the basis of paragraph 3 of that article, by which the Members of the League agreed *inter alia* that they would mutually support one another in resisting any special measures aimed at one of their number by the Covenant-breaking State. The application of this principle, universal as it might be, called for the special co-operation of those Members of the League who by reason of their military situation or their geographical position are most immediately concerned. It had, therefore, in the particular case, to be ascertained whether the States whose assistance was specially required would be prepared to provide concrete assistance, and if so, what would be the precise character of that assistance.

The United Kingdom Government decided, in the first instance, to ask the French Government whether they interpreted paragraph 3 of Article 16 as did that Government. This enquiry was put to the French Government on October 14th, and in the course of an oral reply the view of that Government on this point was stated to be that the French Government fully considered Article 16 as implying complete solidarity between each of the Members of the League in respect of that one of them who may have been attacked by the Covenant-breaking State, if this attack has been clearly brought about by the application of the provisions of the said Article, the execution of which shall have been decided upon in common. This definition of the general principle was satisfactory to His Majesty's Government, but there were certain points concerning its practical application to the present dispute which required elucidation.

Further discussions took place between the two Governments and on October 18th the French Government made a statement to His Majesty's Government in writing, to the effect that it certainly interpreted the obligation prescribed for Members of the League of Nations towards any one of them who should, as a result of measures taken in application of Article 16, be exposed to attack by the Covenant-breaking State, as implying unlimited solidarity of action in the matter of military, air and naval assistance. This obligation would be governed by the measures taken in fulfilment of Article 16, within the limits of its application. The French document added that the United Kingdom

Government itself seemed to share this view, since it offered the French Government the assurance that it would not take the initiative in any measure against Italy which would not be in conformity with the decisions taken, or to be taken, by the League of Nations in full agreement with France. Strengthened by this assurance, the French Government was in a still better position to confirm, in the clearest and most precise manner, that in a possible attack by Italy upon Great Britain, by reason of the latter's collaboration in the international action undertaken by the League of Nations and pursued in concert with France, French support of Great Britain was assured fully and in advance within the framework of the interpretation which the Governments of the two countries were in agreement in placing upon the obligation provided for in Article 16 of the Covenant.

Following on this agreement, there were conversations between the naval, military and air staffs of the two countries, relating solely to common action in the event of an outbreak of hostilities in the Mediterranean owing to the application of sanctions. No other contingency, such as the situation on the north-eastern frontier of France, was considered.

His Majesty's Government made similar enquiries, subsequently from the Governments of Greece, Turkey and Yugoslavia. The replies received from these three Governments, after consultation with one another, left no doubt of their readiness faithfully to apply all the obligations devolving upon them under the Covenant, in consequence of measures taken in application of Article 16.

His Majesty's Government also learnt that on December 21st the French Government were informed by the three Governments of the enquiries made by His Majesty's Government, and of the assurances given in reply; and that the Italian Government were also informed by the French Government of the fact that conversations had recently taken place between the French and British staffs, and also of the assurances given to His Majesty's Government by the Turkish, Greek and Yugoslav Governments in reply to enquiries made at Angora and Athens and Belgrade.

The Turkish Government subsequently asked the United Kingdom Government for the same assurances in exchange. The latter Government acceded to this request and to a similar request made by the Yugoslav and Hellenic Governments.

In a series of communications, the representatives of France, Turkey, Greece, and Yugoslavia confirmed the details given in regard to

them in the British memorandum, whilst the Rumanian and Czechoslovakian representatives said that the replies furnished to the British Government by Yugoslavia, Greece, and Turkey had been given in complete agreement with them.

On January 24th the Spanish delegation announced that, having been informed by the United Kingdom Government of the conversations that it had had with the delegates of France, Greece, Turkey and Yugoslavia regarding the application of certain provisions of Article 16, paragraph 3 of the Covenant, Spain could only repeat that she would, as always, honour her engagements; and that, as regards the specific case of the Mediterranean, the Government of the Republic considered that, inasmuch as the hypothesis contemplated was linked with the application of sanctions, if it were thought necessary to study the case, it should be studied in the committees set up for that purpose at Geneva, so as to ensure that the article in question was applied as effectively as possible.

2. DISPUTE BETWEEN U.S.S.R. AND URUGUAY.

On January 4th, the Secretary-General was informed by M. Litvinoff, People's Commissar for Foreign Affairs of the U.S.S.R., that the Plenipotentiary of that country in Montevideo had received from the Government of Uruguay a declaration of suspension of diplomatic relations between that country and the U.S.S.R. Prior to this communication, the Uruguayan Government had made no complaint against the Soviet Government, and no dispute existed between the two countries. The Soviet Government therefore considered that the rupture of diplomatic relations without previous recourse to the methods laid down in Article 12, paragraph 1, of the Covenant* constituted a serious breach of one of the fundamental principles of the League. In accordance with Article 11, paragraph 2, the U.S.S.R. Government therefore drew the Council's attention to the situation.

Some days afterwards, the Soviet Government sent a copy of the communication addressed by the Uruguayan Government to the U.S.S.R. Plenipotentiary in Montevideo, as well as the Plenipotentiary's replies. The letter dated December 27th, 1935, from the Uruguayan Government to the Soviet representative in

Montevideo stated that the Government had decided to suspend diplomatic relations with the Soviet Union. Owing to serious disturbances that had recently occurred in Brazil, the Government of that country had informed the Uruguayan Foreign Minister that the Soviet Government, through its Legation in Montevideo, had given support to Communist elements in Brazil. Moreover, at the Congress of the Third International, held in Moscow in July, 1935, several speakers had expressed their sympathy for M. Prestes, Head of the Brazilian revolutionary movement. No distinction could be made between the Third International and the Soviet Government. Moreover, according to information obtained by the Uruguayan Government, the Soviet Legation in Montevideo had issued bearer cheques for large sums and for objects that could not be determined, although there was strong reason to believe that these sums had served to support the revolutionary movement in Brazil.

In his replies, the U.S.S.R. representative in Montevideo, after stating that his Government had several times declared that there was no connection between the Communist International and the Soviet Government, asserted that the Soviet Legation had never given any direct or indirect assistance to political parties in South America, and had never remitted funds to Brazil or to any other country by cheque or in any other way.

In the Council on January 23rd, M. Litvinoff (U.S.S.R.) said that by breaking off relations with the Soviet Union without submitting its dispute to arbitration or to enquiry by the Council, in accordance with Article 12 of the Covenant, Uruguay had violated that instrument. Article 12 must be applied whatever the nature of the dispute. Although that Article mentioned resort to war, this did not mean that it did not also concern ruptures that did not lead immediately to war. M. Litvinoff then rejected all the accusations against his Government's representative in Montevideo, and referred to the fact that, at the beginning of 1934, long before the establishment of a Soviet Legation in that town, there had, on several occasions, been political disturbances both in Brazil and in Uruguay. The Soviet Legation during the two years of its existence had received a sum of 55,000 American dollars. No part of that sum had been remitted to any place outside Uruguay. He therefore asked the Uruguayan Government to furnish the Council with proof of its assertions in regard to the cheques.

The Uruguayan representative, M. Guani,

* Article 12, paragraph (1) reads: "The Members of the League agree that if there should arise between them any dispute likely to lead to a rupture they will submit the matter either to arbitration or judicial settlement or to enquiry by the Council, and they agree in no case to resort to war until three months after the award by the arbitrators or the judicial decision or the report by the Council."

began by saying that on several occasions various Governments had been led to break off diplomatic relations with the Soviet Union owing to incidents connected with the use made by U.S.S.R. representatives of their diplomatic immunity. After referring to discussions in the Moscow Congress of the Third International on the subject of the position in Latin America, he said that it had been his Government's duty to give its firm support to its neighbours and friends in America in the defence of order and of peace. Other Members of the Council would, in similar circumstances, have done what Uruguay had done. She had, moreover, full liberty to break off diplomatic relations, and Article 12 was not involved. This was a matter for the domestic jurisdiction of a State, and the adoption of a measure of national security such as Uruguay had taken was one entirely within its sovereign power.

M. Litvinoff replied by disputing the legal value of M. Guani's arguments. He added that the Uruguayan Government had made a number of accusations in support of its decision and was bound to furnish proof of these.

M. Guani replied that his Government's decision was a purely domestic matter, and that he was not bound to supply the Council with reports from the police of Uruguay or the information received from banks in Montevideo.

After further speeches by the representatives of the two parties and declarations by the Argentine and Chilean representatives in favour of the Uruguayan contentions, the Council, on the motion of the President, asked the representative of Rumania, M. Titulesco, assisted by the representatives of Spain and Denmark, to submit a report.

On January 24th, the rapporteur placed before the Council the following resolution, which was adopted :

"Whereas the representative of Uruguay refuses to give the proofs demanded by the Government of the Union of Soviet Socialist Republics, alleging that the question is one of internal law ;

"Whereas the representative of the Union of Soviet Socialist Republics has stated that he is satisfied by Uruguay's refusal to prove the charges brought against the Soviet Legation in Montevideo and that he is prepared to leave the question to the judgment of international public opinion, a course which the representative of Uruguay also accepts for his country ;

"Whereas the Council is dealing with the question under Article 11, paragraph 2, of the Covenant, and, its mission being essentially one of conciliation, any resolution it may take must be adopted unanimously ;

"The Council

"Expresses the hope that the interruption of

diplomatic relations between Uruguay and the Union of Soviet Socialist Republics will be temporary, and that the two countries will take a favourable opportunity of renewing those relations,

"Invites the two parties to refrain from any act which might be harmful to the interests of peace and to the resumption of their diplomatic relations in the future."

After the resolution had been adopted the President, Mr. Bruce (Australia), remarked that the statements which had been made, and especially those dealing with the internal affairs of some countries, represented solely the personal opinion of the individual Member that had made them.

After the Council's session, the Brazilian Government through its Consul General in Geneva expressed its thanks to the President of the Council for the distinguished manner in which he had upheld the traditions of the League of Nations.

The representatives of the Argentine and Chile on their side announced on behalf of their Governments that they disapproved of the declarations made in the Council concerning domestic incidents that had occurred in certain countries.

3. INTERNATIONAL REPRESSION OF TERRORISM.

The Committee for the International Repression of Terrorism, set up under a Council resolution of December 10th, 1934, held a second session at Geneva from January 7th to 15th, 1936. Its first session was held from April 30th to May 8th, 1935.*

The Committee revised the provisions concerning the prevention and punishment of terrorism previously drawn up by it, and examined those regarding an International Criminal Court, submitted at its first session by certain members.

The Committee thought that it would be preferable to submit two draft Conventions to States for their consideration. The purpose of the first would be the prevention and punishment of terrorism ; that of the second the creation of an International Criminal Court. The Committee decided to adopt this method owing to the fact that differences of opinion had arisen as regards the principle and the desirability of creating such a Court. Under this system, States which, for reasons of principle or for any other reason, feel unable to hand over an accused person to the International Criminal Court in any circumstances, will have the option of becoming contracting parties to the first

* See Monthly Summary, Vol. XV., No. 5, page 116.

Convention only. On the other hand, the signature and acceptance by a State of the Convention on the International Criminal Court is subject to the State's accepting that for the prevention and repression of terrorism.

The two draft conventions are added as Supplements to this issue of the *Monthly Summary*.

In submitting its report, the Committee requested the Council to forward it and the draft conventions to Governments for their observations.

These observations should reach the Secretary-General by July 15th, 1936, in order that they may be communicated to the Assembly at its ordinary session of 1936, which will have to decide whether a diplomatic conference should be held in 1937 to draw up the Conventions contemplated by the Committee.

The report added that the Committee might, if necessary, hold a session shortly after the close of the Assembly's next ordinary session, in order to make a final revision of the texts to be submitted to the diplomatic conference, in the light of the observations of Governments and of discussions in the Assembly.

On January 23rd, the Council, on a report

from the Italian Representative, agreed to the proposed procedure and requested the Secretary-General to transmit the Committee's report to the Governments of the Members of the League and of Germany, the United States of America, Brazil, Costa Rica, Danzig, Egypt and Japan, with the request that these Governments would be so good as to transmit to him by July 15th next, any observations which they might wish to make. It was also decided to place the report of the Committee, together with the draft conventions and the Governments' observations, on the agenda of the next ordinary session of the Assembly.

4. THE CHACO DISPUTE.

By a communication of January 24th, the representatives of Argentine and Chile informed the Secretary-General that the Peace Conference at Buenos Aires had made further progress in the settlement of the Chaco dispute. On January 21st, a Protocol was signed concerning the reciprocal and integral return of prisoners of war. This Act also contains clauses with regard to reciprocal guarantees on the basis of the Protocol of June 12th,* and the renewal of diplomatic relations with the least possible delay.

IV.—CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS.

PRESIDENCY OF THE CONFERENCE.

The Council, on January 22nd, considered the steps to be taken having regard to the death of Mr. Henderson.

M. Ruiz Guinazu (Argentine), rapporteur, after alluding to the unfavourable political conditions which had caused a suspension in the work of the Conference, suggested to the Council that no steps need be taken to choose a successor to Mr. Henderson until the resumption of the Conference became possible. The question of the election of a new President and that of the effective resumption had best be linked together. As soon as a proposal for the convening of the conference was made, either by the rapporteur or by any Member or Members, the Council would empower the Secretary-General to consult the Bureau of the Conference

on the question of summoning the Conference. The latter would then begin by electing a president and proceed to consider the general situation.

The political events that had taken place since the General Commission's last meeting would perhaps suggest to the Conference a procedure and programme of work influenced by the changes that had taken place in the general situation.

Finally, the Rapporteur reminded Members of the Council that the Naval Conference summoned by the United Kingdom Government under Article 23 of the Washington and London Naval Treaties was in session and that, in response to that Government's invitation, the Secretary-General had sent a representative as an observer.

The Council agreed with the Rapporteur.

V.—ADMINISTRATIVE QUESTIONS.

1. DANZIG: SITUATION IN THE FREE CITY.

On January 22nd, the Council discussed the general aspects of the situation in Danzig in the light of a report by the President of the Senate, the League High Commissioner's annual

report and of petitions emanating from the German National, Social Democrat and Centre Parties. These petitions concerned the Decrees

* See *Monthly Summary*, Vol. XV., No. 6, page 145.

of August 29th, 1935, amending the Penal Code and the elections of April 7th, 1935, to the Popular Assembly.

Mr. Lester, High Commissioner of the League in Danzig, and M. Greiser, President of the Senate of the Free City, were present at the Council table.

Mr. Eden, representative of the United Kingdom, rapporteur, pointed out that the situation in Danzig was of exceptional gravity judged from the point of view of the execution by the League of the functions and guarantees entrusted to it by Part III, Section II of the Treaty of Versailles.

He paid a tribute to the High Commissioner, in whose impartiality and good judgment the Council felt unlimited confidence. While it was a matter for congratulation that the Council was no longer called upon to deal with differences between the Free City and Poland, he none the less deplored that it should have to devote its attention once more to the violation by the Danzig Government of the Constitution, which was placed under the guarantee of the League. "So long," he said, "as the Council can count on the goodwill—indeed I might almost add on the good faith—of the Government of Danzig, it will not grudge the considerable amount of time and trouble which consideration of these questions necessarily involves. If I speak now of the exceptional gravity of the present situation in so far as it concerns the relations between Danzig and the League, it is because the events which have taken place since my report of September last inevitably gave rise to the doubt whether the Danzig Government is, in fact, dealing in this question with goodwill and good faith."

He reminded the Council that the report above-mentioned had recommended the Senate: "to take the necessary measures to remedy the situation revealed in the petitions addressed to the Council and in the Jurists' report, by bringing the legislation of the Free City into conformity with the Constitution, of which the League is the guarantor, and by ensuring in future the strict observance of the principles of the Constitution in the application of all laws."

He thought the Council was entitled to expect that its recommendations, based on a thorough and impartial study made by three jurists of exceptional competence, would be fully and sincerely executed by the Government of the Free City, especially as the President of the Senate himself had declared that "should the Council, in the light of the opinion of the jurists, reach the conclusion that the Constitution has been infringed on certain points,

the Senate would modify its opinion on the basis of the Council's interpretation and would take appropriate measures." In these circumstances he had hoped that the Council would have had no further reason to concern itself with the question of the Constitution and life of the Free City. Unfortunately, the Senate had disregarded the undertaking given by its President to the Council and had decided in certain respects not to carry out the Council's recommendations. This decision was announced by the President at a meeting of the Popular Assembly, in a speech of which the effect could only have been to create an atmosphere of hostility and resentment towards the Council.

Confining himself to the general aspects of the situation, the rapporteur pointed out that the Council had accepted certain functions in regard to the Free City, the satisfactory fulfilment of which was being rendered difficult by the attitude of the Danzig Senate. Before submitting proposals on the subject, he thought it right to lay the general situation before the Council and to invite its views.

M. Léger, representative of France, associated himself with the tribute paid to the High Commissioner. He stressed the gravity of the carefully chosen words spoken by Mr. Eden. In his view the League was not concerned with interfering in the internal life of Danzig to favour any tendency or political party, and nobody thought of contesting or restricting the extensive rights conferred upon the Senate by the Constitution of the Free City. On the other hand, the Senate had definite duties and was bound to ensure respect of the rights of Danzig citizens as embodied in the Constitution under the guarantee of the League. His Government would support any proposals calling upon the Senate to assume its definite responsibilities and to ensure the normal application of the Danzig Constitution.

M. de Madariaga, representative of Spain, said that the gravity of the situation compelled him to take part in the discussion. Not being a party to the legal situation created in Danzig, Spain's interest in the question concerned the maintenance of an international system based upon law. In his opinion, if civilisation was to subsist and with it the League of Nations, which is its expression and instrument, it was essential that the law should be respected. If the basis of a law was unacceptable, it should be revised by a process of law and not by a sudden heavy blow, or by daily petty attacks.

M. Munch, representative of Denmark, associated himself with the view that the rights of which the League was the guarantor should be

respected. He hoped that means might be found, in co-operation with the High Commissioner and the President of the Senate, to bring about a pacification between the various currents of opinion in Danzig.

M. Beck, speaking not only as a Member of the Council but also as representative of Poland, whose vital interest in Danzig had been safeguarded by the treaties in force, realised the gravity of the problem discussed and agreed that it was the Council's duty to assume responsibility for ensuring the normal operation of the Statute of the Free City. For some time past the Council had not been called upon to exercise its guarantee so far as Polish interests were concerned, and he expressed his Government's satisfaction at the way in which, with the co-operation of the Danzig Senate, the complex relations between Poland and the Free City had been settled. He hoped that the Senate would give proof of equal goodwill in its relations with the League. The Council could not permit the guarantee of the League to be called in question. The application of that guarantee must ensure the unrestricted liberty of action indispensable to the Senate in the good management of public affairs and the safeguarding of the legitimate interests and rights of the Danzig population as guaranteed by the Constitution. His Government would co-operate with the Council in harmonising these different elements, within the framework of the Statute of the Free City.

M. Beck associated himself with the tribute paid to the High Commissioner and expressed his appreciation of the tireless efforts of the rapporteur, whose authority and energy gave hope that a just and equitable settlement might be reached.

M. Litvinoff, representative of the Union of Soviet Socialist Republics, observed that the question before the Council was not one of differences between the Senate and the population of Danzig, but of differences between the Senate and the League. The case was one of disregard by the Senate of the international obligations which, as the representative of Spain remarked, formed the basis of international life. It was incumbent on the Council to see that these obligations were observed and the solemn promises given by the Senate kept.

M. Aras, representative of Turkey, and M. de Vasconcellos, representative of Portugal, were prepared to support any measures the rapporteur might think necessary to safeguard the League's authority.

Mr. Lester, High Commissioner in Danzig,

declared that the situation had become acute because the Government had found itself unable to comply with certain recommendations of the Council, and because of the spirit evinced in the statement made to the Popular Assembly by the Head of the Government.

Mr. Lester could not view without apprehension a situation in which such formal recommendations were set aside. He had no prejudice or bias in regard to the views of any political party. He desired to settle in Danzig such problems as inevitably arose, and to give full recognition to the difficulties and to the privileges of the Government; but he must not fail to carry out the instructions governing his mission. He could not believe that a good understanding between the Council and the Danzig Government was impossible and while he remained at his post he would continue to work to that end.

M. Greiser, President of the Senate of the Free City, observed that two points emerged from the observations of the Members of the Council: (a) a fear that the Free City might fail to recognise, or attempt to infringe, the provisions of the Statute under which it existed; (b) a reproach addressed to Danzig for not having observed certain of the recommendations made by the Council at its last session. His Government had never intended to infringe or in any way oppose the application of the Constitution. With regard to the position of the High Commissioner, the Senate entertained the same views as it held with regard to the Constitution. He thought, further, that there were no grounds for fearing any aggravation of the international situation on that score.

As to the charge of absence of goodwill, he admitted that the execution of the Council's recommendations involved great difficulties for the Senate; but he assured the Council that the difficulties were not due to any lack of goodwill, but rather to a divergence of opinion between the jurists appointed by the League and those who had spoken on behalf of the Free City.

He summed up the position as follows: in September last the Council had made six recommendations to the Senate, four out of which had already been put into effect. The reasons that the remaining two had not been carried out were two-fold: first, because the matters covered by them were not of outstanding political importance; secondly, because of the above divergence of legal interpretation. He acknowledged that the League was guarantor of Danzig's Constitution. That Constitution laid down that the administration of justice

should be independent of political influence—as, in fact, it was. The Supreme Court, the highest exponent of law in the Free City, had given its opinion on the two points and the Senate was thus faced by a divergence of legal views.

The League existed for the purpose of maintaining peace and, above all, to safeguard the rights of weak peoples. For the past twelve years Danzig had been described as the “powder magazine of Europe” and the political parties, owing to which this question had come before the Council, had been constantly increasing this store of explosives. The National Socialist Party removed the danger of explosion, and thus contributed to the maintenance of peace in Europe. He thanked M. Beck for what he had said in this connection. As regards respect for law, Danzig’s strength was in its rights, which it should not be expected to surrender to political considerations. Otherwise there would be possibilities of new and serious trouble in Europe. He added that Danzig was prepared to co-operate with the Council with a view to finding an issue.

Mr. Eden thanked his colleagues for their support, which was an encouragement to him in his difficult task. He noted the High Commissioner’s belief that it was not impossible to reach an agreement between the Free City and the Council; this was characteristic of Mr. Lester’s patience. He could not share the view of the President of the Senate that the failure of that body to fulfil certain undertakings which he had given to the Council concerned matters of minor importance. M. Greiser had stated that the main differences were differences between jurists, he could not accept that interpretation, wholly untenable in the face of the evidence before the Council. He insisted that it was not possible to allow matters to follow the course which they had been allowed to take during recent months. This would not be fair to the High Commissioner, to the rapporteur, or to the Council. The latter body had to attempt to reach a solution and he undertook to engage himself in that task, conscious of the support of all his colleagues and confident that he would secure the full co-operation of the President of the Senate.

The President, Mr. Bruce, representative of Australia, was sure that M. Greiser realised the imperative necessity for the co-operation of the Senate with the Council. He thanked the rapporteur for his invaluable assistance and assured him of the support of his colleagues in his further efforts to find a solution of the problem.

On January 24th the Council again considered the situation in Danzig.

Mr. Eden presented his Report, in which he reminded his colleagues that on September 23rd, 1935, following petitions from various sections of the Danzig population, the Council had endorsed the opinion of a committee of jurists to the effect that the Constitution had unquestionably been infringed in certain cases. Thereupon the Council had recommended the Senate to bring the legislation of the Free City into conformity with the Constitution and to submit, through the High Commissioner, a report on the action taken in accordance with the Council’s recommendations. At the same meeting, the Council had taken a decision on the case of the dismissal of Messrs. Luck and Schmode, and had recommended a remedy for the damage suffered by them and by other complainants similarly situated.

The rapporteur noted with satisfaction from its report to the Council that the Senate, in execution of the Council’s recommendations had: (a) abrogated the legislative provisions of Article 132 (a) of the Criminal Code punishing participation in associations not approved by the Senate; (b) amended the Decree Law of April 4th, 1934, on the wearing of uniforms; (c) modified the amendment to the Decree Law of March 6th, 1934, imposing a penalty on the manufacture and sale of uniforms or distinctive badges of an association by persons not authorised to do so. There was, therefore, no further objection on the score of these measures.

On the other hand, the Senate had been unable to take the responsibility of abolishing the legislative enactment which had aroused most serious criticism in the Council, namely, the provision of the Decree Law of October 10th, 1933, establishing more extensive legal protection for the good name of national associations recognised by the Senate. It had also been unable to carry out the recommendations relating to Messrs. Luck and Schmode and other complainants in a similar position. The President, however, subsequently informed the rapporteur that this attitude had been reconsidered and that measures were being taken to comply fully with the Council’s recommendations under both these heads.

The rapporteur recommended that the Council should accept the opinion of the Permanent Court of International Justice whereby the two Decree Laws of August 29th, 1935, amending the Penal Code and the Code of Criminal Procedure, were inconsistent with the Constitution of the Free City, of which they violated certain provisions and principles. He added that

he was informed by the President of the Senate that measures were now being taken to comply with that opinion.

He noted from the High Commissioner's annual report that the Council's recommendations had not prevented the enforcement to an increasing degree of an anti-constitutional policy in Danzig, each meeting of the Council last year having been followed by an intensification of the policy which the Council deplored. That being a situation which obviously could not continue, he proposed that the Council should reiterate its appeal to the Senate to govern in conformity with the spirit of the Constitution. The High Commissioner observed in his report that the situation of the press, as regards the reasonable rights ensured to it under the Constitution, was far from satisfactory, the Senate having, on several occasions, had recourse to the prolonged suspension of opposition newspapers. The measures of suspension had been taken in the name of the Chief of Police, against which an appeal could be made only to the Senate, itself a political and not a judicial body. The rapporteur suggested that the law of the Free City should be so amended as to allow of appeals, in the case of administrative action against the press, to a court of law, with the provision that the latter should pronounce judgment within a short period to be specified. He was glad to say that he had received a formal assurance from the President of the Senate that the necessary legislation to that end would be introduced.

M. Greiser, in a speech on November 27th, 1935, had referred to the Danzig people as being "cramped by articles and paragraphs put together in the days of Germany's deepest political and spiritual distress." He complained that "this separation (of Danzig from its mother-country) was willed by the League of Nations" and that "that fate of the Free City" was "determined by the League of Nations." At the same time, he expressed the hope that "in Geneva, where political realities are given such very great weight, the fact that the distribution of political power in Europe has been fundamentally changed cannot continue to be ignored." Speaking of the cost of the League guarantee to the Danzig people, he asserted that the sum of almost twenty million gulden had been paid by Danzig in respect of League officials and committees.

The rapporteur pointed out the inaccuracy of the President's statements with regard to the establishment of the Free City and the sum disbursed. (This sum actually amounted during

the last fifteen years to one and a half million gulden.)

On the other hand, he thought it fair to point out that the President of the Senate, on the same occasion, had stated categorically that "the cause of Danzig's severance from the motherland, which was to provide the newly created Republic of Poland with a free outlet to the sea, is spontaneously respected by the German people and also by the Free City of Danzig, as a political law." He was glad to recall the statement made by the President of the Senate before the Council to the effect that the Danzig Government "had never intended to infringe or in any way oppose the application of the Statute of the Free City."

The rapporteur then alluded to a petition from the opposition parties, asking for the elections to the Popular Assembly held in April last to be declared invalid, and unconstitutional. He suggested that examination of the substance of this petition should be suspended, the Danzig Supreme Court having issued on the subject a carefully considered judgment which merited a thorough study. In this connection and referring to a previous decision of principle taken by the Council, the rapporteur dismissed the Senate's contention that the League could not declare a judicial decision unconstitutional, on the ground that such action would be tantamount to the annulling of the decision, and therefore to the exercise of a function of state reserved for the Free City under the terms of the Constitution.

The rapporteur proposed to the Council the following resolution:

"The Council,

Calls upon the Senate of the Free City to take in general all measures which are required in order to govern in conformity with the spirit of the Constitution;

Notes with satisfaction that the Senate is now taking the necessary measures to revoke the Decrees of October 10th, 1933, regarding the maintenance of the good name of national associations and, by means of *ex gratia* payments, to make good the prejudice which the Council considers has been caused to the petitioners MM. Luck and Schmode, and to other complainants who are in a similar situation;

Adopts the opinion of the Permanent Court of International Justice dated December 4th, 1935, to the effect that the two Decrees of August 29th, 1935, amending the Penal Code and the Code of Penal Procedure of Danzig, are not consistent with the Constitution of the Free City.

Notes with satisfaction that the Senate is taking measures to conform to the said opinion by making the necessary amendments in the two Decree-Laws in question.

The Council can with confidence leave to its High Commissioner the task of advising and

aiding the Danzig Government in the execution of the measures referred to above. In carrying out this task, the High Commissioner will, I am sure, be able to count on the support and influence of all the Powers represented on the Council. In this connection, the Council may count more particularly on the assistance of Poland, who has special interest in the Free City."

In submitting his report, Mr. Eden mentioned that the Danzig Senate had decided to reconsider its attitude towards the Council's recommendations and was now preparing to give full effect to them. It was further anticipating the Council's wishes by taking the necessary measures to amend the two Decree Laws of August 29th, 1935. Finally, he was assured by the President of the Senate that legislation would be enacted to improve the situation in regard to the press.

He hoped that the beginning of a new era was marked in the relations between Danzig and the League, in which the Senate, by governing the Free City in conformity with the spirit of the Constitution, would give full and loyal co-operation to the Council in the exercise of its guarantee.

The rapporteur thanked the representative of Poland for the valuable assistance which that country, by reason of its special interests in the Free City, had been able to render to the Council.

M. Beck, M. Massigli, M. de Madariaga, M. de Vasconcellos, M. Litvinoff and M. Aras, in commenting on the report, expressed their satisfaction at the settlement reached.

M. Greiser paid a tribute to the rapporteur and pointed out that the attitude of Poland had contributed to bringing about a lessening of the tension, which would be appreciated by the population of the Free City. In the interests of the great cause which Danzig was always prepared to serve, namely, the maintenance of peace and the rule of law, it would resign itself to the acceptance of the measures proposed by the rapporteur.

The President hoped that the troubles which had made it necessary for the Council to deal with Danzig had ended, and that the undertakings given by the President of the Senate would be carried out.

The Council adopted the rapporteur's conclusions and resolution.

2. MANDATES.

Work of the Commission.

On January 22nd, the Council discussed the work of the Mandates Commission's twenty-eighth session, which had been held at Geneva from October 17th to November 2nd, 1935.†

On the proposal of the rapporteur, M. Titulesco (Rumania), the Council noted the annual reports of the mandatory Powers and the report of the Mandates Commission.

It instructed the Secretary-General to communicate to the Governments of the mandatory Powers concerned the Commission's observations on the administration of the various territories, and to request them to take the action asked for by the Commission.

It also noted that the assurances given by the Governments of the United Kingdom and France safeguarded Article 2, paragraph (a) of the Commercial Agreement of June 27th, 1934, from any interpretation incompatible with the principle of commercial equality which governs the status of territories placed under A and B Mandates.

The Council further took note of the statement by the accredited representative of the Japanese Government to the Commission on the subject of economic equality, and reserved the right, if necessary, to consider the arguments put forward.

The Rumanian representative's report introducing the above resolutions contains an analysis of the main features of the Commission's report: Frontier between the Cameroons under British Mandate and the Cameroons under French Mandate, Economic equality as applied to air transport, administrative reform in Togoland under French Mandate and political situation in Western Samoa.

Lastly, the rapporteur, after looking through the proceedings of the Commission, observed that Japan—whose status as a Member of the League of Nations ended on March 27th, 1935—rightly considered that she was still bound by the obligations of the Mandate which she exercises on behalf of the League, in conformity with the principles laid down in Article 22 of the Covenant.

VI.—LEGAL AND CONSTITUTIONAL QUESTIONS.

I. REVISION OF THE STATUTE OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.*

On January 23rd the Council considered the

measures to put into force the Protocol concerning the amendments to the Statute of the Permanent Court of International Justice adopted on September 14th, 1929.

* See Monthly Summary, Vol. XV., No. 9, page 203.

† See Monthly Summary, Vol. XV., No. 12, page 332.

The Assembly, in 1935, decided that the Protocol should enter into force on February 1st, 1936, even if the missing ratifications of Brazil, Panama and Peru had not been received by that day. This decision was, however, made subject to the condition that the three States concerned raised no objection to the proposed procedure.

Baron Aloisi, representative of Italy, observed that by a letter of October 10th, 1935, the Secretary-General had informed Brazil, Panama and Peru of the Assembly resolution. The Governments of Brazil and Peru stated in their replies that the Protocol had been submitted to their legislative bodies with a view to ratification. Brazil raised no objection to the procedure contemplated by the Assembly and Peru expressly declared that it had no objection. As regards Panama, he recalled that by a letter of July 5th, 1933, the Government of that country had already informed the Secretary-General that it raised no objection to the Protocol entering into force. Having made no reply to the Secretary-General's letter of October 10th, 1935, the Government of Panama was to be considered as not opposing the entry of the amendments into force, in accordance with the Assembly's resolution.

The Council accordingly decided that unless, contrary to all expectations, objections were notified before February 1st, 1936, the Secretary-General should declare, in a communication to the Governments and the Registrar of the Court, that the Protocol had entered into force.

2. CONDITIONS OF VOTING ON REQUESTS FOR THE PERMANENT COURT'S ADVISORY OPINIONS.*

On January 23rd the Council considered a resolution adopted by the Assembly in 1935 on the conditions of voting requests for advisory opinions addressed to the Permanent Court of International Justice.

Baron Aloisi, representative of Italy, rapporteur, recalled that the Assembly had expressed a desire that the Council examine the question in what circumstances and subject to what conditions an advisory opinion may be asked for under Article 14 of the Covenant.

He suggested that the Members of the League should be given an opportunity of expressing their views within a fixed period and that the Council should have the advice of a Committee of Jurists on the legal aspect of the question.

M. de Madariaga, representative of Spain, pointed out that the Assembly had originally

* See Monthly Summary, Vol. XV., No. 9, page 202.

requested a study of this question in 1928, and insisted on the necessity of a speedy solution.

The Council accepted the rapporteur's suggestion.

3. COMPOSITION OF THE COUNCIL.†

The Committee on the Composition of the Council met at Geneva on January 24th, with M. Rocco (Italy) in the chair.

The committee noted the replies received from Governments on the subject of the Council's composition, in connection with the applications made by certain States, and in particular by China, for a more equitable representation on the Council.

The Committee decided to continue its consideration of this subject at a subsequent session, to begin on April 27th, and requested M. Rocco and M. Bourquin (Chairman and Vice-Chairman) to submit a statement to serve as a basis for discussion.

The following took part in the meeting: M. Ruiz Guinazu (Argentine), M. Pflügl (Austria), M. Bourquin (Belgium), Lord Cranborne (United Kingdom), M. Renaud (Canada), M. Quo Tai Chi (China), M. Teixidor (Spain), M. Massigli (France), M. Adle (Iran), M. Rocco (Italy), M. Feldmans (Latvia), M. Tudela (Peru), M. Komarnicki (Poland), M. Antoniadu (Rumania), M. Westman (Sweden), M. Cemal Hüsnü (Turkey), and M. Stein (U.S.S.R.).

4. CONSTITUTION AND WORKING OF LEAGUE COMMITTEES.‡

On January 24th the Council considered the question of the constitution and working of League Committees.

The Assembly, in 1935, adopted most of the conclusions of a special committee which had been instructed to study the constitution, practice and procedure of League Committees with a view to proposing corrections, adjustments and improvements. The Assembly asked the Council to take steps to carry out the general suggestions contained in the special committee's report, which it regarded as a statement of principles for the Council's guidance.

M. Massigli, representative of France, in his report to the Council, submitted a set of general regulations § dealing, *inter alia*, with the appointment of committees, their duration, duties, programmes of work.

† See Monthly Summary, Vol. XV., No. 9, page 202.

‡ See Monthly Summary, Vol. XV., No. 9, page 205.

§ See the text of these regulations, Supplement No. III.

He invited the Council to endorse the Assembly's conclusions as regards certain committees calling for special organisation.

He suggested that before the Council embarked upon a reform of the Communications and Transit Organisation it should ask the Advisory Committee of the latter to submit new draft rules of procedure, to be based on the recommendations of the special committee.

As for the reform of the Health Organisation, he pointed out that the Bureau of the Health Committee had already been re-organised in accordance with the suggestions approved by the Assembly. Before, however, submitting definite proposals, he asked the Council to arrange for the *Office international d'Hygiène publique* to be consulted as to the part which it would have to play within the framework of the reforms contemplated.

As regards the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs, he proposed that the Council should decide to increase the membership of the Committee, fix subsequently the number of additional seats to be created.

In presenting his report, M. Massigli observed before the Council that, in drafting the regulations submitted, an effort had been made to express in the form of simple rules the chief preoccupations of the Committee of Experts: the need for introducing some method and unity in the work of the technical committees and the necessity for protecting the technical work of the League from the danger of routine. He expressed the hope that the Council would not make too large a use of its power to derogate from these regulations, and suggested that the principles governing the appointment of members of committees should be borne in mind by Governments.

M. de Vasconcellos, representative of Portugal, made a reservation with reference to the proposed reform of the Health Organisation.

M. de Madariaga, representative of Spain, associated himself with the remarks of the rapporteur.

M. Massigli, in reply to M. de Vasconcellos' observations laid stress on the fact that the Health Organisation would remain on a provisional basis until the *Office international d'Hygiène publique* had been consulted.

The Council agreed with the rapporteur's proposals.

5. ROME INTERNATIONAL INSTITUTE FOR THE UNIFICATION OF PRIVATE LAW.

Appointment of a Member of the Governing Body.

On January 22nd the Council, on the proposal

of Baron Aloisi (Italy), rapporteur, appointed for a period of five years as a member of the Governing Body of the Rome International Institute for the Unification of Private Law M. A. Asquini, Professor of Commercial Law at Rome University, formerly Under-Secretary of State at the Ministry of Corporations, to succeed M. A. Rocco, who died last year.

6. INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The treaties and international engagements registered by the Secretariat of the League during January include:

A Treaty of Friendship, non-aggression, arbitration and conciliation, signed at Ankara, October 17th, 1933, and Exchange of Notes relating thereto (Bucharest, April 6th and May 9th, 1934), presented by both Governments.

The Convention on the Rights and Duties of States, adopted by the Seventh International Conference of American States (Montevideo, December 26th, 1933), presented by the United States of America.

The Convention on Extradition adopted by the Seventh International Conference of American States (Montevideo, December 26th, 1933), presented by the United States of America.

An Exchange of Notes between Spain and Salvador, constituting an Agreement prohibiting the Commerce, Circulation and Exhibition of all Films disparaging either of the Parties or one of the Hispano-American countries (San Salvador, June 15th, 1935), presented by Spain.

A Convention on double taxation between the United States of America and France (Paris, April 27th, 1932), presented by both Governments.

A Convention for the Avoidance of Double Taxation and the settlement of certain fiscal questions between Belgium and the Netherlands (Geneva, February 20th, 1933), presented by both Governments.

A Convention between Denmark, Finland, Iceland, Norway and Sweden, regarding inheritance and the division of successions (Copenhagen, November 19th, 1934), presented by Denmark.

An agreement between Finland and Rumania concerning payments (Bucharest, December 3rd, 1935), presented by Finland.

An Exchange of Notes between Great Britain and Northern Ireland and the Netherlands in regard to the application of Quotas between the Netherlands, on the one side, and Newfoundland and the British Colonies and Protectorates and Mandated Territories in respect of which the Mandate is exercised by His Majesty's

Government in the United Kingdom, on the other side (London, December 18th, 1935), presented by the United Kingdom.

An Agreement between Greece and Sweden concerning Commercial Exchanges (Athens, January 11th, 1936), presented by Sweden.

An Agreement between Germany and Spain, additional to the Commercial Convention of May 7th, 1926 (Berlin, December 21st, 1934), presented by Spain.

An Exchange of Notes between Estonia and Sweden, constituting an Arrangement regarding the régime applicable to the importation of Estonian meat into Sweden (Stockholm, December 21st, 1935), presented by Sweden.

An Agreement between Afghanistan and the U.S.S.R. regarding the campaign against locusts on the territory of the Contracting Parties (Kabul, May 6th, 1935), presented by the U.S.S.R.

The Agreement to refrain from invoking the obligations of the most-favoured-nation clause in respect of certain multilateral Economic Conventions (Washington, July 15th, 1934), presented by the United States of America.

A Protocol between Poland and the U.S.S.R. modifying certain provisions of the Convention of April 24th, 1924, relating to through railway traffic of travellers and goods (Moscow, July 26th, 1934), presented by the U.S.S.R.

An Agreement between Germany and Belgium concerning traffic and labour facilities in the frontier districts (Aix-la-Chapelle, May 10th, 1935), presented by Belgium.

A Convention between the Argentine Republic

and Denmark establishing reciprocity of treatment for workers of either country in the matter of compensation for industrial accidents (Buenos Aires, November 16th, 1927), presented by Denmark.

An Exchange of Notes between Great Britain and Northern Ireland and the Netherlands, constituting an agreement regarding the reciprocal exemption from the payment of Customs and other duties on aircraft fuel and lubricants (London, December 30th, 1935), presented by the United Kingdom.

An Agreement between the Commonwealth of Australia and Egypt for the Exchange of Postal Parcels (Melbourne, November 10th, 1933, and Cairo, June 8th, 1934), presented by Australia.

An Agreement between the Commonwealth of Australia and Italy for the Exchange of Money Orders (Melbourne, April 23rd, 1934, and Rome, June 22nd, 1934), presented by Australia.

A Convention between Saint Lucia and Martinique for the Exchange of Parcel Post (Saint Lucia, April 15th, 1933, and Martinique, August 25th, 1934), presented by the United Kingdom.

A Parcel Post Agreement between France and Malaya (Kuala Lumpur, June 16th, 1935, and Paris, August 31st, 1935), presented by the United Kingdom.

An Agreement between Germany and Belgium regarding the holding of an enquiry into certain frontier incidents (Aix-la-Chapelle, May 10th, 1935), presented by Belgium.

VII.—TECHNICAL ORGANISATIONS.

I. ECONOMIC AND FINANCIAL ORGANISATION.

(a) *Work of the Financial Committee.*

On January 20th, the Council approved a report submitted by Mr. Bruce (Australia) on the sixtieth session of the Financial Committee.*

Mr. Bruce drew attention to an important financial reform introduced recently in Hungary—namely, the simplification by the National Bank of Hungary of its system of exchange control. He understood that the system of variable export premia had been abandoned and that uniform premia on exports and surcharges on imports had been introduced.

As regards Bulgaria, in September last, the Council had adopted a resolution under which the Government was authorised, subject to

certain conditions, to raise the limit for the issue of Treasury Bills. He was now in a position to inform the Council that a number of the conditions referred to had been fulfilled and that, in the opinion of the Financial Committee, the action taken by the Bulgarian Government should contribute toward simplifying and improving the financial administration of the country. But he emphasised the urgency of certain other reforms to which attention had been directed in the past—in particular security of tenure for public officials. The rapporteur observed that improvement was apparent in foreign and domestic trade and in industrial activity. But clearing agreements and the complicated system of exchange control adversely affected the foreign exchange position.

As regards Austria, the rapporteur had no comment to offer.

* See Monthly Summary, Vol. XV., No. 12, page 329.

(b) *Committee of Experts on International Loan Contracts.*

On January 23rd, the Council invited the following persons to serve on a committee to examine the means for improving contracts relating to international loans* issued in the future: M. L. Baranski, Director-General of the Bank of Poland (Poland); M. J. Basdevant, Jurisconsult of the French Foreign Ministry (France); Mr. Reuben Clark, Chairman of the Council of Foreign Bondholders (U.S.A.); Mr. A. Fachiri, Barrister-at-Law (Great Britain); M. Golay, Director-General of the Société de Banque Suisse, Bâle (Switzerland); M. A. Janssen, Member of the Financial Committee (Belgium); M. C. E. ter Meulen, Member of the Financial Committee (Netherlands); M. O. Moreau-Neret, Director of the Crédit Lyonnais (France); Sir Otto Niemeyer, Member of the Financial Committee (Great Britain); Dr. V. Pospisil, Member of the Financial Committee (Czechoslovakia); M. C. Tumedei, Member of the Financial Committee (Italy).

(c) *Composition of the Financial Committee.*

On January 20th the Council appointed M. Bramsnaes, Director of the National Bank of Denmark, to be a Member of the Financial Committee, in the place of M. Rygg (Norway) who had resigned.

(d) *Composition of the Economic Committee.*

The Council then appointed Mr. H. T. Andrews (South Africa) a member of the Economic Committee, in the place of Mr. Steyn (South Africa) who had resigned.

The resignation of M. Bramsnaes (Denmark) was accepted and the President was authorised, in agreement with the rapporteur to select a successor.

2. COMMUNICATIONS AND TRANSIT.†

(a) *Ratification and Entry into Force of the Rome Conventions of 1933 on Railway Transport.*

In November, 1935, the Advisory and Technical Committee for Communications and Transit adopted a resolution emphasising the urgency of the ratification and entry into force at the earliest possible date of the new international conventions concerning the transport of goods, passengers and baggage by rail, drawn up at Rome in 1933, with a view to achieving the progress which those conventions represent.

The Rome Conference had recognised that the procedure hitherto followed for signature and

ratification involved too much time, and recommended that States should take the necessary steps to enable the Conventions to be signed before April 1st, 1934, and ratified as early as possible, so that they might come into force on January 1st, 1935.

The Conventions were signed within the prescribed time-limit by all the Governments of the States represented at the Conference; but ratification has not followed and the date of the entry into force remains indeterminate.

It seemed to the Advisory and Technical Committee particularly necessary to stress the importance of the question, since, apart from noteworthy changes in the provisions now in force—from which changes railway users will be the first to benefit—there is a special provision of the new Convention on Transport of Goods which will constitute the indispensable legal basis for the carrying on of certain new traffic, including that on negotiable transport documents.

In application of the above provision, a special agreement on the transport of goods despatched by rail with a waybill to order was drafted at the Rome Conference. This agreement remained open for signature by any State until March 31st, 1934; since that date any State may accede to it. It will not come into force until it has been ratified by at least three States. It could not become effective, however, until after the entry into force of the new International Convention on Transport of Goods by Rail.

The Council instructed the Secretary-General to direct the attention of the Governments concerned to the importance of ratifying the Rome Conventions without delay.

(b) *Frontier Traffic by Rail.*

The Advisory and Technical Committee for Communications and Transit drew the Council's attention to a report received from its Permanent Committee for Transport by Rail on the legal and administrative régime of frontier sections of railway lines and frontier junction stations. It requested the Council to recommend Governments, when forwarding the report, to avail themselves to the full in concluding future conventions of the material collected.

On January 20th the Council instructed the Secretary-General to send the Communications and Transit Committee's report to all States Members and non-members of the League.

(c) *Signals at Level Crossings.‡*

The Council, on January 20th, received from the Advisory and Technical Committee for

* See Monthly Summary, Vol. XV., No. 9, page 237.

† See Monthly Summary, Vol. XV., No. 11, pages 301, *et seq.*

‡ See Monthly Summary, Vol. XV., No. 11, page 302.

Communications and Transit a report containing a detailed programme of measures to be adopted with a view to the establishment of an efficient international signalling system at level crossings, for the purpose of avoiding risks to human life.

This question has, for some time past, been the subject of examination by national administrations and by international bodies such as the International Association of the Railway Congress and the Permanent International Association of Road Congresses.

It has been universally recognised that steps must be taken to protect road and railway users as far as possible against the dangers constituted by level crossings.

Accordingly the Council requested the Secretary-General to consult the Members of the League and non-member States as to the programme suggested by the Advisory and Technical Committee for Communications and Transit, in order to ascertain whether it might usefully be taken as a basis for the conclusion of an international convention on the subject, and, if so, whether Governments would be prepared to take part in a conference convened by the League of Nations for the purpose.

(d) *Customs Exemption for Liquid Fuel Used in Air Traffic.*

In view of the fact that almost all European States are favourable to the conclusion of an agreement to admit liquid fuel used in air traffic free of duty, the Committee on Communications and Transit asked the Council to take the necessary steps for the purpose, and suggested two possible methods: the opening of a Protocol for signature or, if necessary, the summoning of a Conference.

After examining the Communications and Transit Organisation's draft, the Council considered that it was unnecessary to summon a Conference; for the remarks of Governments might well be inserted in a Protocol for signature to be attached to the Agreement.

The Council therefore decided to open this instrument for signature by European Governments.

Article 1 describes the object in view as follows:

"On arrival, the fuel and lubricants which are contained in the ordinary tanks of the aircraft shall not be liable to Customs or other duties. No quantity, however, may be disembarked free of duties.

"On departure, fuel and lubricants intended for the refuelling of an aircraft proceeding to another contracting State are exempt from Customs or other duties. Nevertheless, in the case of a landing in its own territory, the State in which the aircraft

has obtained its supply may make the granting of the exemption subject to certain specified conditions."

On the proposal of the Rapporteur, the U.S.S.R. representative, the United Kingdom Government agreed to arrange to receive the signatures and ratifications and to carry out the formal and administrative provisions contained in the Agreement.

(e) *Broadcasting and Peace.**

In September, 1931, the Assembly of the League of Nations requested Member States to encourage the use of broadcasting to create better mutual understanding between peoples, and instructed the Intellectual Co-operation Organisation to enquire into this possibility.

Being anxious to obtain the best possible advice, the Organisation set up a Committee of Experts which put forward proposals in the form of a draft international convention. This draft was twice examined by Members of the League and non-member States, and was revised in accordance with the suggestions of the various Governments.

In September, 1935, the Assembly took note of this preliminary draft Convention and decided to submit it to a diplomatic conference to meet at Geneva on September 3rd, 1936.

In accordance with the Assembly's request, the Council, on January 20th, 1936, decided to invite to the Conference the Members of the League of Nations, together with the following States: United States of America, Brazil, Costa Rica, Free City of Danzig, Egypt, Germany, Iceland, and Japan.

The Polish delegate referred to the fact that his Government had been the first to draw international attention to the question of moral disarmament at the Disarmament Conference and was ready to sign the proposed agreement. He trusted that the summoning of a Conference to adopt a convention on the use of broadcasting in the interests of peace would lead to good results and mark a stage along the road to moral disarmament.

3. HEALTH ORGANISATION.

The Council on January 23rd had before it the work of the Health Organisation. It considered the Reports of the Health Committee † the Bureau of the Health Committee, and the Conference on Biological Standardisation.‡

* See Monthly Summary, Vol. XV., No. 12, page 338.

† See Monthly Summary, Vol. XV., No. 10, page 258.

‡ See Monthly Summary, Vol. XV., No. 10, page 262.



(a) The Health Committee.

On the proposal of the rapporteur, the Danish representative, the Council tendered its thanks to the Governments which, in various ways, give valuable support to the Health Organisation by contributing financially to the Singapore Bureau or by assisting the Health Committee in carrying out its technical studies and its collective missions. The Council then noted the Health Committee's decisions in regard to reconstruction in China, nutrition, rural hygiene, the application of Article 10 of the 1925 Opium Convention, etc.

One of these decisions involves the setting up of an Advisory Commission to organise experimental and clinical investigations such as the Health Committee frequently has to undertake on various subjects, outside the province of its permanent Commissions, and to select experts for this purpose.

This Advisory Body will consist of the Secretary-General of the French Academy of Medicine; the Secretary of the Medical Research Council, London; the President of the National Research Council of the Academy of Science, Washington D.C.; the President of the Scientific Research Council of the U.S.S.R.; a representative of the National Academy of Medicine of Spain; a representative of the Academy of Science of the Netherlands; a representative of the Royal Academy of Medicine of Belgium, and a representative of similar institutions in the Scandinavian countries.

The Council agreed with the views of the Health Committee on the subject of reconstruction in China. On being informed of the latest developments in that work the Committee had been greatly impressed by the success achieved and congratulated the national administration of China and its own representative working with that administration, expressing its desire that its co-operation should be continued.

(b) Conference on Biological Standardisation.

The Council received the report of the Conference which met at Geneva from October 1st-4th, 1935.*

The Council decided to communicate this report to Governments and to draw their special attention to the Conference's recommendation that the use of the international standards adopted by the Health Organisation for a number of sera, glandular extracts, vitamins and other therapeutic agents should be made compulsory.

* See Monthly Summary, Vol. XV., No. 10, page 262.

For this purpose the Conference recommended that each country should have a national centre or centres to take charge of the international standards and to supervise their use.

The Council remitted to the Supervisory Commission another recommendation to the effect that the League should place the necessary funds at the disposal of the Health Organisation to provide for the free distribution of the standards. The Economic Committee was asked to consider the appropriate methods of removing obstacles to the standardisation of anti-scarlatina serum, due to the fact that this serum is protected by patents in certain countries.

(c) The Bureau of the Health Committee.

The Bureau met at Geneva on January 16th and 17th and was informed of the work done by the Health Organisation since the Health Committee's last session.

This related to the following matters:

1. Pan-African Health Conference.

The Report of the Conference which met at Johannesburg on November 20th, 1935, contains a number of recommendations, including one in which the administrations represented at the Conference expressed their desire to co-ordinate their efforts under the auspices of the Health Organisation to solve the health problems of the African continent. This report will be considered at the Health Committee's next meeting.

2. Conference on Rural Hygiene in the Far East.

A decision having been taken to summon a Conference on Rural Hygiene in the Far East, the date of the Conference was fixed for 1937. The Bureau considered that the year 1936 should be devoted to preparation. It therefore decided to appoint a preparatory Commission consisting of three rapporteurs: a Chairman, of British nationality, with experience of the methods employed in rural districts in the East; a medical officer from the Netherlands East Indies with experience of tropical hygiene; and the Secretary of the Malaria Commission.

The Council was asked to take the necessary measures to enable the Commission to leave for the East towards the end of February. It was also informed by the Bureau that the Netherlands authorities would be prepared to welcome the Conference in the Netherlands Indies. The Council therefore asked the Secretary-General to communicate officially with the Netherlands Government and authorised the President to approve the nomination of the Chairman of the Preparatory Commission.

3. *Housing.*

The first stage of the Health Committee's work on housing was the collection of preliminary information to enable the Committee to frame a concrete and detailed scheme for the study of such of the technical problems as came within the Organisation's competence. Most of this preliminary information was published towards the end of 1935; it consists of a number of articles on the housing problem in various countries of Europe.

The Bureau had appointed a Commission to examine this information and prepare the programme of future research. The Commission consists of Professor J. Parisot (Chairman), Professor of Hygiene at the Faculty of Medicine, Nancy (France); Dr. Bruno Nowakowski, Professor at the State School of Hygiene (Poland); Dr. J. Axel Höjer, Director-General of the Swedish Public Health Services, Stockholm (Sweden); Professor W. W. Jameson, Dean of the London School of Hygiene and Tropical Medicine, London (United Kingdom); M. H. van der Kaa, Engineer, Inspector-General of Public Health, The Hague (Netherlands); M. D. de Simone, Chairman of the First Section of the Supreme Council of Public Works, Rome (Italy).

The Council approved of the plan drafted by this Commission which provides for an exchange of information on national experience as regards the health aspects of housing*; on practice, nomenclature, the definition of various scientific standards, the technique in use and the programme of further studies. The plan has already been put into application in Italy, the United States and Sweden, where contact has been maintained with experts and with the competent institutions. National study and co-ordinating commissions have been set up in Spain, France and Poland. A national commission in the United States has also been decided on.

4. *Nutrition.*†

In accordance with the Assembly resolution on nutrition, the Health Committee decided in October, 1935, to appoint a Commission to define the nutritional needs of man in the course of his development, from conception to the adult age, and to prepare a list of questions for international study.

This Commission met in London on November

* Comfort and health in the home; quality of building materials, in relation to health; the health aspects of heating, cooling, ventilation, lighting; town planning; regulations for and inspection of houses.

† See Monthly Summary, Vol. XV., No. 11, page 307.

25th, 1935, and made a first report which has been communicated to the Mixed Committee appointed by the Council under the Assembly resolution of September 25th, 1935, above mentioned.

With the aid of the Advisory Commission on Technical Studies (see "Health Committee" above) the Health Organisation has arranged for an investigation of the best way of giving effect to the principles laid down in the report, taking into account the differences in varying natural resources, dietary habits and the social institutions of different countries.

In Belgium, Denmark, France, the Netherlands, Norway, Sweden and the U.S.S.R., steps have already been taken or are to be taken for research on the lines suggested in the report.

5. *Collective Study Missions.*

Last November the United States received a Collective Study Mission. Six eminent administrators and hygienists took part. They were able to study the recent achievements of the federal administration in the matter of hygiene and social welfare. The Council thanked the United States Government for its hospitality.

6. *Rural Hygiene.*

The Commission of Entomological Experts met in London in December, 1935, to enquire into the best methods of fly control under rural conditions and to prepare a programme of research work.‡

The Bureau took note of this Commission's programme of research which is shortly to be carried out.

7. *Standardisation of Pharmacopœias.*

The Second International Conference for the Unification of Formulæ of Heroic Drugs (Brussels, 1925) considered the setting up of an international body for the standardisation of pharmacopœias. The League was to give its views as to the final constitution of this body, the duties of which were provisionally entrusted to the Belgian Pharmacopœia Commission.

The question was submitted to the Council by Belgium in August, 1929, and was referred to the Health Organisation.

The Bureau has just pointed out that the arrangement drawn up by the Brussels Conference was signed over ten years ago and that certain of its provisions seemed to be somewhat out of date. It therefore suggested that the Belgian Government should take the initiative of convening another Conference.

‡ See Monthly Summary, Vol. XV., No. 12, page 331.

The Committee decided to ask the Belgian Government to give its views on this subject.

8. *Invitation from the Government of the U.S.S.R.*

The Bureau has been officially invited by the People's Commissariat of Public Health of the U.S.S.R. to hold its summer meeting in 1936 at Moscow. Having regard to the circumstances of the meeting, which would form an occasion for strengthening the bonds of union between

health administrations, the Council decided to accept the invitation.

(d) *Composition of the Health Committee.*

On January 20th the Council appointed as member of the Health Committee Professor A. Sordelli, Director of the Bacteriological Institute of the National Health Department of the Argentine Republic, to succeed Professor Carlos Chagas, who died on November 8th, 1934.

VIII.—SOCIAL AND HUMANITARIAN QUESTIONS.

I. TRAFFIC IN OPIUM.

(a) *Conference on the Suppression of the Illicit Traffic in Dangerous Drugs.*

On the proposal of M. de Vasconcellos, representative of Portugal, rapporteur, the Council, on January 20th, decided to convene a diplomatic Conference for June 8th, 1936, to consider a Convention for the Suppression of the Illicit Drug Traffic.

It agreed to invite to this Conference representatives of all the Members of the League and of the following non-member States: Germany, United States of America, Sa'udi Arabia, Brazil, Costa Rica, Free City of Danzig, Egypt, Iceland, Japan, Liechtenstein, Monaco, San Marino, and the Sudan. In view of its special competence in this matter, the International Police Commission in Vienna would also be invited to be represented in an advisory and expert capacity.

At its meeting on January 23rd, the Council unanimously agreed to appoint as President of the Conference M. Limburg (Netherlands), who had previously presided over conferences of a similar character and whose ability and impartiality were well-known to all Members of the Council.

The Conference will have before it a draft convention which has already been twice submitted to Governments for their consideration and has further been revised by a Committee of Experts which met in Geneva in December, 1935. The experts took into account a number of the observations submitted by Governments, but held that certain of these should be left to the consideration of the Conference itself.

The rapporteur emphasised before the council the fact that the draft convention, as revised, would be laid before the Conference only as a basis for its work, the delegates being able to amend or modify it as they saw fit.

Viscount Cranborne, representative of the United Kingdom, stated that although drug offences were effectively dealt with in the existing Conventions, the traffickers were not always prosecuted with sufficient severity. The United Kingdom, therefore, which punishes drug offences severely, had always supported the principles of the Convention.

He wished, however, to draw attention to the fact that the Committee of Experts had introduced in the draft Convention a new clause which entirely changed the scope of the Convention. He referred to Article 1, paragraph 2 (b) under which the High Contracting Parties agree to take the necessary legislative measures for severely punishing "cultivation, gathering and production, in contravention of national law, with a view to obtaining narcotic drugs." In the Committee of the Experts some reservations had been made. The United Kingdom expert opposed the introduction of this clause. It would be undesirable if this new clause held up the proceedings of the Conference or prevented some Governments from participating in the Convention.

He agreed that to make supervision of the drug traffic effective it was necessary to extend supervision to the production of raw materials. At the present time, however, the degree of supervision differed in the various producing countries and some agreement between these countries must exist before effective progress could be made. He therefore regarded the introduction of a clause dealing with cultivation and production as premature and suggested that the Secretary-General should ask Governments for their observations on the new clause in time for these observations to be circulated before the Conference met.

M. de Madariaga, representative of Spain, referred to a passage in the report of the Committee of Experts, providing for the creation

in each country of an adequate special police force for the purpose of combating illicit drug traffic, and urged that this suggestion be given careful consideration by the Conference.

M. Massigli, representative of France, supported the proposal made by the representative of the United Kingdom.

M. Cemal Hüsnü, representative of Turkey, observed that the chief producing countries had not been given an opportunity of taking part in the work of the Expert Committee or of expressing their views, to which the rapporteur replied that when the question of the appointment of the Committee of Experts had been laid before the Council, the producing countries had not asked to be represented on the Committee.

The Council adopted the rapporteur's proposals and decided to convene the Conference for June 8th, 1936. It instructed the Secretary-General to give effect to the suggestion made by the United Kingdom and French representatives.

(b) *Supervisory Body.*

Postponement of Date for Forwarding Statement of World Drug Requirements.

On January 20th the Council adopted a proposal of M. de Vasconcellos (Portugal), rapporteur, based on a resolution of the Supervisory Body with regard to the extension of the period available to that Body for preparing its statements of world requirements of narcotic drugs for any particular year.

Article 5 of the 1931 (Limitation) Convention provides that estimates from Governments shall reach the Supervisory Body not later than August 1st in the previous year and that the Body's statement shall be forwarded to Governments not later than November 1st of that year. The Supervisory Body proposed an extension of the latter date to December 1st.

It was thought that this administrative adjustment could well be considered by the Diplomatic Conference convened for June 8th, 1936, to examine the draft convention for the suppression of the illicit drug traffic and that thus the necessity for employing the procedure for revision laid down in Article 33 of the 1931 Convention would be obviated. All parties to that Convention would probably be present at the Diplomatic Conference and could be requested, therefore, to empower their delegates to conclude an administrative agreement extending the date for issue of the Supervisory Body's statement from November 1st to December 1st.

2. REFUGEES.

(a) *International Assistance to Refugees.*

The Council on January 20th and 23rd considered the report of the Committee on International Assistance to Refugees, set up under the Assembly resolution of September 28th, 1935. This Committee met in Geneva in December last.*

The report, submitted by M. Zaldumbide, representative of Ecuador, made proposals falling under two main heads: one relating to temporary measures, and the other to measures of a more permanent character. The Council decided to deal only with the former and to refer the question of permanent measures to the forthcoming Assembly session.

The Committee's proposals as regards the Nansen International Office for Refugees related mainly to the appointment of a temporary President to act until the next session of the Assembly. The Council appointed to this office M. Michael Hansson of Norway, former President of the Mixed Court of Appeal of Egypt, member of the Permanent Court of Arbitration at The Hague, and of the Rumanian-Hungarian Mixed Arbitral Tribunal, who served as a member of the Committee for International Assistance to Refugees.

As regards temporary measures on behalf of refugees from Germany, the Council authorised the President to appoint, with the approval of the Members of the Council, a High Commissioner of the League of Nations to deal with this special class of refugees, until the Assembly's next session.

The temporary High Commissioner will be provided with the assistance of the League's technical services, according to a scheme to be agreed upon between him and the Secretary-General. A credit of 50,000 francs for carrying out the Council's decision was authorised.

The temporary High Commissioner's duties until the next Assembly were outlined by the Council as follows:

(a) To prepare and arrange, in agreement with the Secretary-General, for the meeting of an inter-governmental conference with a view to organising a system of legal protection for refugees coming from Germany;

The States Members of the League, as well as the United States of America and the United States of Brazil, shall be convened to this conference by the Secretary-General, in agreement with the High Commissioner;

(b) To undertake consultations by suitable

* See Monthly Summary, Vol. XV., No. 12, page 334.

methods with the different Governments regarding the possibilities and conditions of finding employment for refugees.

(c) To establish such liaison as he may consider desirable with the private associations dealing with assistance to refugees and with their emigration and employment, the activities of these associations being recognised to be useful by the League of Nations.

In approving the report, M. Massigli, representative of France, drew attention to the need for preventing an aggravation of the problem of refugees and pointed out the danger of an increase in their number, particularly owing to the growing practice of invalidating the passports of refugees abroad, thus rendering them stateless. While States might have a sovereign right in specific cases to withdraw the nationality of their citizens, and if the practice continued other Governments would be compelled to adopt a more restrictive attitude in granting residence permits. The French representative notified the Council that his Government intended to raise this question at the inter-governmental conference to be convened by the new High Commissioner, and that if it could not be considered by that conference his Government would raise it at the forthcoming Assembly.

The Council adopted the report.

(b) *Execution of the Council's Recommendations.*
(a) *Saar Refugees.*

The Council, in May, 1935, recommended Governments to extend the benefits of the Nansen passport system to Saar refugees. A plan for such extension, with a model passport, was submitted to Governments at the end of July, and the following countries have already accepted the proposals: Bulgaria, Commonwealth of Australia, Denmark, Finland, France, Great Britain, Irish Free State, Italy, Latvia, New Zealand, Norway, Poland, Switzerland, Union of South Africa.

The Governments of Austria, Estonia, Hungary and Turkey, whilst considering it, for various reasons, unnecessary themselves to issue Nansen passports to Saar refugees, have intimated their willingness to recognise such passports when issued by other Governments.

Offers have been made by the Office to a considerable number of these refugees for their settlement on a self-supporting basis in certain South American countries.

(b) *Surcharged Postage Stamps.*

In conformity with recommendations made by the Inter-Governmental Advisory Commission for Refugees and endorsed by the Council of

the League in May, 1935,* the Norwegian Government has just made a special issue of four postage stamps bearing a surcharge in favour of the funds of the Nansen Office. The issue consists of four stamps of a value of 10, 15, 20 and 30 öre, each bearing the portrait of Dr. Fridtjof Nansen. These stamps, which are respectively green, brown, red and blue in colour, each carry a surcharge of 10 öre in favour of the funds of the Nansen Office, as well as the inscription "*Office international Nansen pour les Réfugiés.*"

The French Government has just notified its intention of making in the spring an issue of a special postage stamp, of the value of 75 centimes, carrying a surcharge of 50 centimes, of which a portion will be reserved for the benefit of the Office.

(c) *Russian Refugees in Turkey.*

The final settlement of the Russian refugee problem in Turkey, where there were at one time 100,000 refugees, is now in sight. The number had been gradually reduced, by the transfer of the refugees to countries where they could obtain employment, to a few hundreds, who had become practically absorbed into the economic life of the country. With the continuation of the economic crisis, however, Turkey, in common with many other countries, felt obliged to introduce measures to protect national labour, and at a given date about 1,600 Russian refugees in Turkey were not legally entitled to employment. This meant that, with the dependants, some 2,500 persons were faced with imminent destitution. In response to an urgent appeal, the Turkish Government manifested its sympathy with the work of the Office by agreeing, as an exceptional measure, to naturalise those of the refugees who were acceptable as Turkish citizens, on condition that the remaining 150 should be transferred to other countries. That condition has now been fulfilled, thanks to the benevolent attitude adopted by certain Governments, notably those of Belgium, Greece and Yugoslavia, to a contribution of 25,000 Swiss francs from the American Committee co-operating with the Office in Turkey, and to an allocation of 50,000 Swiss francs from the funds of the Office.

3. ASSISTANCE TO INDIGENT FOREIGNERS.

Meeting of the Committee of Experts.

The Committee of experts on assistance to indigent foreigners and the execution of maintenance obligations abroad held its second

* See Monthly Summary, Vol. XV., No. 5, page 131.

session from January 27th to February 1st, under the chairmanship of Professor C. W. de Vries (Netherlands).

The Committee amended, in the light of observations received from thirty-five Governments and four international organisations, the draft multilateral convention on assistance to indigent foreigners drawn up in 1933.*

The Committee asked the League Secretariat to carry out an enquiry into the methods for granting assistance to indigent foreigners in different countries, the result of which might be useful to the countries showing preference for bilateral treaties or regional agreements.

The Committee noted a communication from the Rome International Institute for the Unification of Private Law that the question of alimony obligations was being studied by that Institute.

The session was attended by: Dr. Ruiz-Guinazu (Argentina), Dr. Pardo (Argentina), Mr. C. F. Roundell (United Kingdom), Mr. S. Hoare (United Kingdom), Count F. Reventlow (Denmark), Professor O. A. Borum (Denmark), Miss M. E. Hurlbutt (United States), Mr. George L. Warren (United States), Mr. H. B. Hasard (United States), M. P. de Reffye (France), M. G. Bourgois (France), M. F. Hui (France), M. L. L. Kadar (Hungary), Professor Ugo Conti (Italy), M. M. Yokoyama (Japan), Professor C. W. de Vries (Netherlands) (Chairman), M. Boleslaw Nakoniecznikoff (Poland), M. Thadeus Zazulinski (Poland), Mme. Wanda Woytowicz-Grabinska (Poland), M. C. Gorgé (Switzerland), and M. E. Scheim (Switzerland).

The International Labour Office was repre-

sented by M. Henry Fuss and M. Legonis, the Permanent International Conference for the Protection of Migrants by M. S. Cohen, the International Migration Service by Mlle Suzanne Ferrière.

4. TRAFFIC IN WOMEN AND CHILDREN.

Sub-Committee on the Repression of Souteneurs.

The Sub-Committee appointed to investigate means of repressing the activities of souteneurs † met at Geneva from January 23rd to 25th. M. V. V. Pella (Rumania) presided.

The Sub-Committee adopted a draft convention and a report which will be placed before members and assessors of the Traffic in Women and Children Committee at its next session in April 1936.

This draft provides for the repression of the incitement, enticement or abduction of any person for immoral purposes with a view to profit. It also provides for the punishment, in so far as is in conformity with the municipal law of the contracting parties, of the aiding, assisting or encouraging of the prostitution of another person, or the securing of profit from any such act.

The following were present at the session:

M. M. Bourgois (France), Professor Ugo Conti-Sinibaldi (Italy), Mme Woytowicz-Grabinska (Poland), Professor Donnedieu de Vabres, of the Faculty of Law, Paris, Expert of the International Bureau for the Unification of Penal Law (rapporteur), and M. Louwage, Expert of the International Criminal Police Commission.

IX.—PROTECTION OF MINORITIES.

1. MINORITIES IN UPPER SILESIA.

Application of the Germano-Polish Convention of May 15th, 1922.

The Council, on January 23rd, considered a petition of M. Philipp Ozimek concerning his personal situation. The Council decided that the question raised by the petitioner related solely to the validity and scope of a contract at common law concluded between the Spolka Bracka and the petitioner himself, and that the Council was, therefore, not called upon to take a decision on these questions under Article 147 of the Convention relating to Upper Silesia.

* See Monthly Summary, Vol. XIV., No. 9, page 226.

2. MINORITIES IN ALBANIA.

Application of the Albanian Declaration of October 2nd, 1921.‡

In September 1934, the Council examined the question of the application of Article 5, paragraph 2 of the Albanian Declaration of October 2nd, 1921. On the motion of the rapporteur, M. de Madariaga (Spain), it asked the Albanian Government to make certain changes in the proposed regulations, for the purpose of enabling Albanians belonging to linguistic minorities to send their children to

† See Monthly Summary, Vol. XV., No. 5, page 125.

‡ See Monthly Summary, Vol. XV., No. 9, page 228.

elementary schools where they would be taught in their mother tongue. On January 23rd, the Council satisfied itself that the new provisions represented a solution in perfect conformity with the proposals made by the rapporteur.

The Council accordingly took note of these provisions and expressed its appreciation of the Albanian Government's diligence and goodwill.

As regards the Catholic Confessional Schools, the rapporteur observed that, according to information supplied him by the Albanian representative, the steps taken with a view to negotiations between his Government and the

Vatican had not produced any results. But negotiations would shortly be recommenced.

Baron Aloisi (Italy) was satisfied with the results already obtained and expressed his confidence in the future negotiations on the Confessional Schools.

The Albanian representative, M. Aslani, assured the Council that his Government was not idle in the matter and hoped soon to resume contact with the Holy See.

The Council therefore expressed the wish that a settlement might shortly be reached and requested the Spanish representative to keep in touch with the situation.

X.—INTELLECTUAL CO-OPERATION.

REVISION OF SCHOOL TEXT-BOOKS.*

Last July, the Intellectual Co-operation Committee decided to submit to the Assembly, instead of a draft convention which, it was thought, might give rise to objections, a declaration of principle on the subject of history text-books, thinking that this would more readily gain acceptance.

The Assembly, after noting the persevering efforts carried on for many years by the Intellectual Co-operation Committee for the purpose of ensuring the impartiality of history books used in schools, recognised that the most effective

support would come from government action, and accordingly requested the Council to communicate to the States Members of the League and to non-member States the declaration prepared by the Committee, and to ask them to sign it.

The Council, on January 20th, requested the Secretary-General to take the measures called for.

The Spanish representative said that the question of the revision of school books had originated in a proposal of his fellow countryman and colleague, M. Casares, some years ago, in the Intellectual Co-operation Committee.

XI.—INTERNAL ORGANISATION QUESTIONS.

MEETING OF THE SUPERVISORY COMMISSION.

The Supervisory Commission met in Geneva on January 31st with M. S. Osusky (Czechoslovakia) in the chair.

The Commission considered various financial and administrative questions which had been referred to it by the last Assembly.

XII.—NEW LEAGUE PUBLICATIONS.

MONTHLY BULLETIN OF STATISTICS OF THE LEAGUE OF NATIONS.

The January number of the *Monthly Bulletin of Statistics of the League of Nations* gives, in addition to the recurrent tables, information on the World's Central Monetary Gold Reserves, World Trade, Clearings, Ocean Freight Rates and the World's Mercantile Marine.

The *world's visible gold reserves* (excluding those of the U.S.S.R. and Italy) rose during 1935 by some 500 million old gold dollars. In the United States alone they increased by

\$1,178 million, Canada \$55 million, United Kingdom \$39 million, Japan and the Union of South Africa \$18 million, Sweden \$15 million and Norway \$14 million. Those of the U.S.S.R. had increased by the end of September by \$57 million. On the other hand, there was a reduction in reserves in : France by \$621 million, Switzerland \$100 million, Netherlands \$79 million and Netherlands East Indies \$14 million. There was, further, a reduction in the Italian gold reserve by the 20th October, the last date for which information is available, of \$99 million.

The *gold value of total world trade* (excluding the Italian returns, which have not been pub-

* See Monthly Summary, Vol. XV., No. 7, page 165, and No. 9, page 241.

lished since October) increased in November, as compared with the preceding month, by about 1 per cent. Imports dropped by 1 per cent., while exports rose by more than 3 per cent.

The total for last November was 7.8 per cent. greater than in November, 1934, imports being 4.4 per cent. and exports 11.4 per cent. higher.

The *ocean freight rate* indices published in the United Kingdom, Germany, Sweden and Denmark show an increase in freight rates during

the year 1935 of approximately 11 per cent. to 12 per cent. Almost the whole of this increase has in fact taken place since August last.

Rates in European waters and the North Atlantic appear to have increased the most.

According to statistics available for the whole year or for the first nine to eleven months of 1935, compared with the corresponding period of 1934, bank *clearings* relating to commercial and industrial transactions have increased in 22 out of 28 countries considered.

XIII.—FORTHCOMING LEAGUE MEETINGS.

February 20th.—Building Committee, Geneva.

March 24th.—Permanent Central Opium Board, Geneva.

April 15th.—Advisory Committee of Experts on Slavery, Geneva.

April 20th.—Traffic in Women and Children Committee, Geneva.

April 27th.—Committee of Experts on International Loan Contracts, Geneva.

April 27th.—Committee on the Composition of the Council, Geneva.

April 27th.—Child Welfare Committee, Geneva.

April 29th.—Health Committee, Geneva.

April 30th.—Financial Committee, Geneva.

May 4th.—Committee on the Allocation of Expenses, Geneva.

May 11th.—Sub-Committee on Seizures: Sub-Committee of the Opium Advisory Committee, Geneva.

May 18th.—Advisory Committee on Traffic in Opium and Other Dangerous Drugs, 21st session, Geneva.

May 27th.—Permanent Mandates Commission, Geneva.

June 18th.—Fiscal Committee, Geneva.

June 29th.—Expert Committee on Economic Cycles, Geneva.

PERMANENT COURT OF INTERNATIONAL JUSTICE*

1. THIRTY-SIXTH SESSION OF THE COURT.

In accordance with Article 27 of the Rules of Court, the ordinary session for 1936 will open on February 1st.

2. RESIGNATION OF MR. WANG CHUNG-HUI.

Mr. Wang Chung-Hui resigned his appointment as judge by a telegram dated January 14th, 1936, addressed to the President of the Court, which was forwarded to the Secretary-General of the League of Nations. Upon receiving cognisance of this telegram and of a letter which Mr. Wang Chung-Hui had addressed to the Secretary-General direct, the Council of the League of Nations accepted his resignation on January 24th, 1936.

3. THE "LOSINGER & Co." CASE (SWITZERLAND-YUGOSLAVIA).†

In conformity with Article 31 of the Statute of the Court, the Federal Council has appointed Professor Max Huber, former President of the Permanent Court of International Justice, to sit as Swiss national judge in this case.

The Government of the Swiss Confederation duly filed its Memorial by the date of expiration of the time-limit fixed (January 15th).

4. THE PAJZS, CZÁKY, ESTERHÁZY CASE (HUNGARY AND YUGOSLAVIA).‡

The Hungarian Government duly filed its Memorial by the date of expiration of the time-limit fixed (January 20th).

† See Monthly Summary, Vol. XV., No. 12, page 343.

‡ See Monthly Summary, Vol. XV., No. 12 page 343.

* This Chapter has been compiled on the basis of information furnished by the Registry of the Court.

Supplement No. 1

DRAFT CONVENTION FOR INTERNATIONAL PREVENTION AND PUNISHMENT OF TERRORISM.

Article 1.

The purpose of the present Convention is to ensure international co-operation for the prevention and punishment of terrorism.

Article 2.

With this object, each High Contracting Party should make the acts described below, whether affecting his own interests or those of another High Contracting Party, criminal offences in all cases where they tend by violent means or by creating a state of terror to change the public authorities or stop the working of public services or disturb international relations—viz. :

- (1) Any act intended to cause death or grievous bodily harm to, or to restrict the liberty of :
 - (a) Heads of States ; persons exercising the prerogatives of the head of the State ; their hereditary or designated successors ;
 - (b) The spouses of the before-mentioned persons ;
 - (c) Members, officers or servants of Governments ;
 - (d) Members of constitutional or legislative bodies ;
 - (e) Persons holding judicial office ;
 - (f) Diplomatic representatives or consuls ;
 - (g) Members of the armed forces of the State ;
- (2) Wilful destruction of, or damage to :
 - (a) Public buildings or other public property ;
 - (b) Means of communication and transport or installations belonging thereto ;
 - (c) Property belonging to public utility undertakings ;
- (3) Any wilful act calculated to endanger the lives of members of the public, for example by interfering with the working of means of communication, by the use of explosives or incendiary materials, by propagating contagious diseases, by poisoning drinking water and food ;
- (4) Manufacture, possession, export, import, transport, sale, transfer or distribution of any material or object with a view to the commission of an act falling within the present article ;
- (5) Wilfully giving assistance by any means whatever to a person or an accomplice of a person guilty of any of the acts set out above.

Article 3.

1. Each High Contracting Party should also make criminal offences :
 - (1) Any attempt to commit any of the acts set out in Article 2 ;
 - (2) Any conspiracy to commit any of the acts set out in Article 2, any direct incitement, whether successful or not, any wilful complicity and any help given towards the commission of such an act, whether the conspiracy, incitement, complicity or help takes place or is given in the country where the act is or is to be committed or in another country.
2. Acts of participation in the offences dealt with in the present Convention will be treated as separate offences when the persons committing them can only be brought to trial in different countries.
3. The obligation regarding incitement shall be without prejudice to the rules of the domestic law regarding the treating as a criminal offence of incitement which has not taken place in public and has not been successful.

Article 4.

Subject to any special rules as to the nature of the offence and any other special provisions applicable under the domestic law in the case of certain persons mentioned at point (1) of Article 2, no distinction should be made as regards the protection afforded by the criminal law between acts falling under Articles 2 and 3 which are directed against the State itself, its nationals or its property, and the same acts when directed against another High Contracting Party, his nationals or his property.

Article 5.

1. In countries where the principle of the international recognition of previous convictions is accepted, foreign convictions for the offences mentioned in Articles 2 and 3 will, within the conditions prescribed by the domestic law, be taken into account for the purpose of establishing habitual criminality.

2. Such convictions will further, in the case of High Contracting Parties whose law recognises foreign convictions, be taken into account, with or without special proceedings, for the purpose

of imposing incapacities, disqualifications or interdictions whether in the sphere of public or of private law.

Article 6.

In so far as *parties civiles* are admitted under the domestic law, foreign *parties civiles*, including, in proper cases, a High Contracting Party, should be entitled to all rights allowed to nationals by the law of the country in which the case is tried.

Article 7.

In countries where the principle of the extradition of nationals is not recognised, nationals who have returned to the territory of their own country after the commission abroad of an offence mentioned in Articles 2 or 3 should be punishable in the same manner as if the offence had been committed in their own country, even in a case where the offender has acquired his nationality after the commission of the offence.

2. This provision does not apply if in similar circumstances a foreigner could not be extradited.

Article 8.

Foreigners who are on the territory of a High Contracting Party and who have committed abroad any of the acts set out in Articles 2 and 3, should be punished as though the act had been committed in the territory of such High Contracting Party, if the following conditions are realised—namely, that :

- (a) Extradition has been demanded and could not be granted for a reason independent of the act itself ;
- (b) The law of the country of refuge considers prosecution for offences committed abroad admissible as a general rule ;
- (c) The foreigner is a national of a country which considers the prosecution of foreigners for offences committed abroad admissible as a general rule.

Article 9.

1. The acts set out in Articles 2 and 3 shall be deemed to be included as extradition crimes in any extradition treaty which has been or may hereafter be concluded between any of the High Contracting Parties.

2. The High Contracting Parties who do not make extradition conditional on the existence of a treaty shall henceforward as between themselves recognise the acts set out in Articles 2 and 3 as extradition crimes.

3. Extradition shall be granted in conformity with the law of the country to which application is made and be conditional on reciprocity.

Article 10.

Where in virtue of the present Convention a High Contracting Party has to bring to trial a person accused of one of the offences provided for by Articles 2 and 3, the law of that High Contracting Party shall determine what court shall have jurisdiction to try such person.

Article 11.

1. The carrying, possession, and distribution of firearms (other than smooth-bore sporting guns) and of munitions and explosives should be subjected to regulation, and it should be a punishable offence to transfer, sell or distribute them to any person who does not hold such licence or make such declaration as may be required by the domestic legislation concerning the possession and carrying of such objects.

2. Manufacturers of firearms (other than smooth-bore sporting guns) should be required to mark each arm with a serial number or other distinctive mark permitting it to be identified, and to keep a register of the names and addresses of purchasers.

Article 12.

1. The following acts should be punishable without regard to whether the passports or equivalent documents concerned are national or foreign, and without regard to the purpose with which the act was performed :

- (1) Any fraudulent manufacture or alteration ;
- (2) The bringing into the country, the obtaining or the possession of forged or falsified passports or equivalent documents knowing them to be such ;
- (3) The obtaining of passports or equivalent documents by means of false declarations or documents ;
- (4) The utilisation of passports or equivalent documents which are forged or falsified or were made out for a person other than the bearer.

2. The wilful issue of passports or visas by competent officials to persons known not to have the right thereto under the applicable laws or regulations, with the object of assisting any activity contrary to the purpose of the present Convention, should also be punishable.

Article 13.

Each High Contracting Party should take on his territory appropriate measures to prevent any activity contrary to the purpose of the present Convention.

Article 14.

1. The results of the investigation of offences provided for in Articles 2 and 3 shall in each country and within the framework of the law of that country be centralised in an appropriate service.
2. Such service should be in close contact :
 - (a) With the police authorities of the country ;
 - (b) With the corresponding services in other countries.
3. It should furthermore bring together all information calculated to facilitate the prevention and punishment of the acts mentioned in Articles 2 and 3 and should, as far as possible, keep itself in close contact with the judicial authorities of the country.

Article 15.

Each service, so far as it considers it desirable to do so, should notify to the services of the other countries, giving all necessary particulars :

- (a) Any offence provided for in Articles 2 and 3, even if it is only a contemplated offence, such notification to be accompanied by descriptions, copies and photographs ;
- (b) Any search after, prosecution, arrest, conviction or expulsion of persons guilty of acts dealt with in the present Convention, the movements of such persons and any pertinent information with regard to them, as well as their description, finger-prints and photographs ;
- (c) Discovery of documents, arms, appliances or other objects connected with acts mentioned in Articles 2, 3, 11 and 12.

Article 16.

1. The High Contracting Parties shall be bound to execute letters of request in accordance with their domestic law and practice.
2. The transmission of letters of request relating to offences contemplated by the present Convention should be effected :
 - (a) By direct communication between the judicial authorities ; or
 - (b) By direct correspondence between the Ministers of Justice of the two countries, or by direct communication from the authority of the country making the request to the Minister of Justice of the country to which the request is made ; or
 - (c) Through the diplomatic or consular representative of the country making the request in the country to which the request is made ; this representative shall send the letters of request direct to the competent judicial authority, or to the authority indicated by the Government of the country to which the request is made, and shall receive direct from such authority the papers constituting the execution of the letters of request.
3. In cases (a) and (c), a copy of the letters of request shall always be sent simultaneously to the superior authority of the country to which application is made.
4. Unless otherwise agreed, the letters of request shall be drawn up in the language of the authority making the request, provided always that the country to which the request is made may require a translation in its own language, certified correct by the authority making the request.
5. Each High Contracting Party shall notify to each of the other High Contracting Parties the method or methods of transmission mentioned above which he will recognise for the letters of request of the latter High Contracting Party.
6. Until such notification is made by a High Contracting Party, his existing procedure in regard to letters of request shall remain in force.
7. Execution of letters of request shall not give rise to payment of taxes or expenses of any nature whatever other than expenses of experts.
8. Nothing in the present article shall be construed as an undertaking on the part of the High Contracting Parties to adopt in criminal matters any form or methods of proof contrary to their laws.

Article 17.

The participation of a High Contracting Party in the present Convention shall not be interpreted as affecting that Party's attitude on the general question of criminal jurisdiction as a question of international law.

Article 18.

The present Convention does not affect the principle that, subject to the acts in question not being allowed to escape punishment, the determination of the kinds of offence which the various

acts dealt with in the present Convention are to constitute, of the applicable penalties, of the method of prosecution and of the method of trial, depends in each country upon the general rules of the domestic law. It further does not impair the right of the High Contracting Parties to make such rules as they consider proper regarding the effect of mitigating circumstances, the right of pardon and the right of amnesty.

Article 19.

The High Contracting Parties agree that any disputes which may arise between them relating to the interpretation or application of the present Convention shall, if they cannot be settled by direct negotiations or, through arbitration, by agreement between the parties, be referred for decision to the Permanent Court of International Justice. In case any or all of the High Contracting Parties who are parties to such a dispute should not be parties to the Protocol of December 16th, 1920, relating to the Permanent Court of International Justice, the dispute shall be referred, at the choice of the parties and in accordance with the constitutional procedure of each party, either to the Permanent Court of International Justice or to a court of arbitration constituted in accordance with the Convention of October 18th, 1907, for the Pacific Settlement of International Disputes, or to some other court of arbitration.

Article 20.

1. The Present Convention, of which the French and English texts are both authentic, shall bear to-day's date. Until . . . it shall be open for signature on behalf of any Member of the League of Nations and on behalf of any non-member State which was represented at the Conference which drew up the present Convention or to which a copy is communicated by the Council of the League of Nations.

2. The present Convention shall be ratified, and the instruments of ratification shall be transmitted to the Secretary-General of the League of Nations, who will notify their receipt to all the Members of the League and to the non-member States mentioned in the preceding paragraph.

Article 21.

1. After the . . . the present Convention shall be open to accession on behalf of any Member of the League of Nations and any of the non-member States referred to in Article 20 on whose behalf it has not been signed.

2. The instruments of accession shall be transmitted to the Secretary-General of the League of Nations, who will notify their receipt to all the Members of the League and to the non-member States referred to in Article 20.

Article 22.

Any Member of the League of Nations or non-member State which is ready to ratify the Convention under the second paragraph of Article 20, or to accede to the Convention under Article 21, but desires to be allowed to make reservations with regard to the application of the Convention, may inform the Secretary-General of the League of Nations to this effect, who shall forthwith communicate such reservations to the Members of the League and non-member States on whose behalf ratifications or accessions have been deposited and enquire whether they have any objection thereto. Should the reservation be formulated within two years from the entry into force of the Convention, the same enquiry shall be addressed to Members of the League and non-member States whose signature of the Convention has not been followed by ratification. If, within six months from the date of the Secretary-General's communication, no objection to the reservation has been made, it shall be treated as accepted by the High Contracting Parties.

Article 23.

Ratification of or accession to the present Convention by any High Contracting Party implies an assurance by him that his legislation and his administrative organisation are in conformity with the rules contained in the Convention.

Article 24.

1. Any High Contracting Party may declare, at the time of signature, ratification or accession, that, in accepting the present Convention, he is not assuming any obligation in respect of all or any of his colonies, protectorates, overseas territories, or the territories under his suzerainty or territories in respect of which a mandate has been confided to him; the present Convention shall, in that case, not be applicable to the territories named in such declaration.

2. Any High Contracting Party may subsequently notify the Secretary-General of the League of Nations that he desires the present Convention to apply to all or any of the territories in respect of which the declaration provided for in the preceding paragraph has been made. The Convention shall, in that case, apply to all the territories named in such notification ninety days after the receipt thereof by the Secretary-General of the League of Nations.

3. Any High Contracting Party may at any time declare that he desires the present Convention to cease to apply to all or any of his colonies, protectorates, overseas territories, or the territories under his suzerainty or territories in respect of which a mandate has been confided to him. The

Convention shall, in that case, cease to apply to the territories named in such declaration one year after the receipt thereof by the Secretary-General of the League of Nations.

4. The Secretary-General of the League of Nations shall communicate to all the Members of the League of Nations and to the non-member States the declarations and notifications received in virtue of the present article.

Article 25.

The present Convention shall not come into force until . . . ratifications or accessions on behalf of Members of the League of Nations or non-member States have been deposited. The date of its coming into force shall be the ninetieth day after the receipt by the Secretary-General of the League of Nations of the . . . th ratification or accession.

Article 26.

After the coming into force of the Convention in accordance with Article 25, each subsequent ratification or accession shall take effect on the ninetieth day from the date of its receipt by the Secretary-General of the League of Nations.

Article 27.

The present Convention may be denounced on behalf of any Member of the League of Nations or non-member State by a notification in writing addressed to the Secretary-General of the League of Nations, who will inform all the Members of the League and the non-member States referred to in Article 20. Such denunciation shall take effect one year after the date of its receipt by the Secretary-General of the League of Nations, and shall operate only in respect of the Member of the League or non-member State on whose behalf it was notified.

Article 28.

The present Convention shall be registered by the Secretariat of the League of Nations on the date of its coming into force.

Supplement No. 2

DRAFT CONVENTION FOR THE CREATION OF AN INTERNATIONAL CRIMINAL COURT.

Article 1.

There is hereby established an International Criminal Court for the trial, as hereinafter provided, of persons accused of an offence dealt with in the Convention for International Prevention and Punishment of Terrorism of to-day's date.

Article 2.

The Court shall be a permanent body of judges but shall only sit when a prosecution for an offence within its jurisdiction is undertaken before it.

Article 3.

1. In the cases referred to in Article 10 of the Convention for International Prevention and Punishment of Terrorism, each High Contracting Party to the present Convention shall be entitled to send the accused for trial before the Court, instead of himself bringing him to trial.

2. Such High Contracting Party shall further be entitled to send an accused for trial before the Court, instead of extraditing him, if the State demanding extradition is also a party to the present Convention.

Article 4.

The Court shall consist of judges chosen without preference for or exclusion of any nationality from among jurists who are acknowledged authorities on criminal law and who are or have been members of courts of criminal law or possess the qualifications required for appointment to judicial office in their own countries.

Article 5.

The Court shall be composed of five regular judges and five deputy judges, each belonging to a different nationality.

Article 6.

1. Any Member of the League of Nations and any non-member State in regard to which the present Convention is in force may nominate not more than two candidates for appointment as judges of the Court.

2. The Council of the League of Nations shall be requested to select the regular and deputy judges among the persons so nominated.

Article 7.

1. The term of office of the judges shall be ten years. They may be re-appointed.

2. The judges shall remain in office until their successors have been appointed.

3. Notwithstanding that their successors have been appointed, the judges shall continue to hear cases the hearing of which has been commenced before them.

Article 8.

A judge appointed in place of a judge whose term had not expired shall hold office for the remainder of his predecessor's term of office.

Article 9.

1. Deputy judges shall be called upon to sit in the order laid down in a list.

2. The list shall be drawn up by the Court and shall have regard, first, to priority of appointment, and, secondly, to age.

Article 10.

1. Every two years, one regular and one deputy judge shall retire from the Court.

2. The order of retirement shall, in the first instance, be determined by the Council of the League of Nations by drawing lots.

Article 11.

Any vacancy, whether occurring through the expiration of a judge's term of office or for any other cause, shall be filled as provided in Article 6.

Article 12.

A member of the Court may only be removed from office by a unanimous decision of the other members that he has ceased to possess the necessary qualifications.

Article 13.

The High Contracting Parties shall grant the members of the Court diplomatic privileges and immunities in the exercise of their functions.

Article 14.

1. The Court shall elect its President and Vice-President for two years ; they shall be re-eligible.

2. The Registry of the Court shall be the Registry of the Permanent Court of International Justice, if that Court consents.

Article 15.

The seat of the Court shall be at The Hague. In any particular case, the President may consult the Court and the Court may decide to meet elsewhere.

Article 16.

A High Contracting Party who avails himself of the right to send a person for trial before the Court shall notify the President through the Registry.

Article 17.

The Court shall apply the substantive criminal law of the State on whose territory the offence was committed. Any dispute as to what is the applicable substantive law shall be decided by the Court.

Article 18.

If, for some special reason, a member of the Court considers he should not sit to hear a particular case, he shall so notify the President so soon as he has been informed that the case is submitted to the Court.

Article 19.

1. The presence of five members shall be necessary to enable the Court to sit.

2. If the presence of five judges is not secured, the necessary number shall be obtained by calling upon the deputy judges.

Article 20.

Where the Court has to apply, in accordance with Article 17, the law of a State none of whose nationals is included among the judges sitting to hear the case, the Court may invite a jurist who is an acknowledged authority on such law to sit with it in a consultative capacity as a legal assessor.

Article 21.

So soon as a case is sent to the Court, the President shall notify the State against which the offence was directed, and the State on the territory of which the offence was committed. These States, and any other States, may put before the Court the results of their investigations and any evidence and objects connected with the crime which they have in their possession; these shall be included in the dossier of the case.

Article 22.

The right to conduct the prosecution shall rest with the State against which the offence was committed. Failing such State, it shall belong to the State on the territory of which the offence was committed, and failing such latter State, to the State which sent the case before the Court.

Article 23.

Any State or person injured by an offence may constitute itself or himself *partie civile* before the Court, inspect the dossier and submit a memorandum to the Court.

Article 24.

The dossier of the case and the memorandum of the *partie civile* shall be communicated to the person who is before the Court for trial.

Article 25.

The parties may propose the hearing of witnesses and experts by the Court, which shall be free to decide whether they shall be summoned and heard. The Court may always, even of its own motion, hear other witnesses and experts.

Article 26.

1. The Court shall decide whether a person who has been sent before it for trial shall be placed or shall remain under arrest. Where necessary, it shall determine the conditions on which he is provisionally to be set at liberty.

2. For the custody of such person, the State on the territory of which the Court is sitting shall place at the Court's disposal a place of internment and the necessary staff of warders.

Article 27.

Letters of request which the Court considers it necessary to have despatched shall at its demand be addressed by the High Contracting Party on the territory of which the Court is sitting to the State competent to give effect thereto.

Article 28.

No examination of the person on trial before the Court, no hearing of witnesses or experts and no confrontation may take place before the Court except in the presence of the counsel for the person on trial before the Court, the representatives of the States mentioned in Article 21 and the representatives of the *parties civiles*, or after due summons to such persons to be present.

Article 29.

1. Accused persons may be defended by practising members of a Bar who have been approved by the Court.

2. Should conduct of the defence by a barrister chosen by the accused and approved by the Court not be assured, the Court shall assign to each accused person not having an approved counsel for his defence a counsel selected from advocates duly admitted to a Bar.

Article 30.

1. The hearings before the Court shall be public.

2. Where, nevertheless, the Court by a reasoned unanimous judgment of its members finds that to hear particular witnesses or experts in public would be calculated to prejudice good international relations, it may decide that the hearing shall take place in secret.

Article 31.

The Court shall sit in secret to consider its judgment.

Article 32.

The Court shall take decisions by a majority of the judges.

Article 33.

Every judgment or order of the Court shall state the reasons therefor and be read at a public hearing by the President.

Article 34.

The Court may not entertain charges against any person except the person sent before it for trial, or try any accused person for any offences other than those for which he has been sent for trial.

Article 35.

1. The Court may sentence the persons sent before it to make restitution or to pay damages.
2. High Contracting Parties in whose territory objects to be restored or property belonging to convicted persons is situated, shall be bound to take all the measures provided by their own laws to ensure the execution of such sentences.
3. The provisions of the preceding paragraph shall also apply where pecuniary penalties inflicted by the Court or procedural costs have to be recovered.

Article 36.

1. Sentences involving loss of liberty shall be executed, unless the Court otherwise decides, by the State whose substantive criminal law has been applied.
2. The Court shall determine the purpose for which any fines shall be utilised.

Article 37.

Where sentence of death has been pronounced, the State on whose territory such sentence is to be executed shall be entitled to substitute therefor the penalty which, under the law applied by the Court, comes next in order of severity.

Article 38.

The right of pardon shall be exercised by the State which has to enforce the penalty. It shall first consult the President of the Court.

Article 39.

1. An application for revision shall be the sole recourse allowable against convictions pronounced by the Court.
2. The Court in its rules shall determine the cases in which an application for revision may be made to it.

Article 40.

1. The allowances of the judges shall be payable by the States of which they are nationals on a scale fixed by the High Contracting Parties.
2. There shall be created by contributions of the High Contracting Parties a common fund from which shall be defrayed procedural expenses and other expenses involved in the trial of cases, subject to recovery from the accused if he is convicted. The special allowance of the Registrar and the expenses of the Registry shall be met out of this fund.

Article 41.

The Court's archives shall be in the charge of the Registrar.

Article 42.

The Court shall make rules to govern its operation and procedure.

Article 43.

1. The Court shall decide questions as to its own jurisdiction arising during the hearing of a case; it shall for this purpose apply the provisions of the present Convention and of the Convention for International Prevention and Punishment of Terrorism and the general principles of law.
2. Should a High Contracting Party not being the Party who sent the case in question for trial to the Court, dispute the extent of the Court's jurisdiction in relation to the jurisdiction of his own national courts, this issue shall be treated as arising between such High Contracting Party and the High Contracting Party who sent the case for trial to the Court, and shall be settled as provided in the following article.

Article 44.

The High Contracting Parties agree that any disputes which may arise between them relating to the interpretation or application of the present Convention shall, if they cannot be settled by direct negotiations, be referred for decision to the Permanent Court of International Justice. In case any or all of the High Contracting Parties who are parties to such a dispute should not be parties to the Protocol of December 16th, 1920, relating to the Permanent Court of International Justice, the dispute shall be referred, at the choice of the parties and in accordance with the constitutional

procedure of each party, either to the Permanent Court of International Justice or to a court of arbitration constituted in accordance with the Convention of October 18th, 1907, for the Pacific Settlement of International Disputes, or to some other court of arbitration.

Article 45.

1. The Present Convention, of which the French and English texts are both authentic, shall bear to-day's date. Until . . . it shall be open for signature on behalf of any Member of the League of Nations or non-member State on whose behalf the Convention for International Prevention and Punishment of Terrorism of to-day's date has been signed.

2. The present Convention shall be ratified and the instruments or ratification shall be transmitted to the Secretary-General of the League of Nations, who will notify their receipt to all the Members of the League and to the non-member States mentioned in the preceding paragraph. Ratification shall only be allowable if the Member of the League or non-member State has ratified the Convention for International Prevention and Punishment of Terrorism.

Article 46.

1. After . . . the present Convention shall be open to accession on behalf of any Member of the League of Nations and any of the non-member States referred to in Article 45 on whose behalf it has not been signed.

2. The instruments of accession shall be transmitted to the Secretary-General of the League of Nations, who will notify their receipt to all the Members of the League and to the non-member States referred to in Article 45.

Article 47.

Ratification of or accession to the present Convention by any High Contracting Party implies an assurance by him that his legislation and his administrative organisation are in conformity with the rules contained in the Convention.

Article 48.

1. Any High Contracting Party may declare, at the time of signature, ratification or accession, that, in accepting the present Convention, he is not assuming any obligation in respect of all or any of his colonies, protectorates, overseas territories, or the territories under his suzerainty or territories in respect of which a mandate has been confided to him; the present Convention shall, in that case, not be applicable to the territories named in such declaration.

2. Any High Contracting Party may subsequently notify the Secretary-General of the League of Nations that he desires the present Convention to apply to all or any of the territories in respect of which the declaration provided for in the preceding paragraph has been made. The Convention shall, in that case, apply to all the territories named in such notification ninety days after the receipt thereof by the Secretary-General of the League of Nations.

3. Any High Contracting Party may, at any time, declare that he desires the present Convention to cease to apply to all or any of his colonies, protectorates, overseas territories or the territories under his suzerainty or territories in respect of which a mandate has been confided to him. The Convention shall, in that case, cease to apply to the territories named in such declaration one year after the receipt thereof by the Secretary-General of the League of Nations.

4. The Secretary-General of the League of Nations shall communicate to all the Members of the League of Nations and to all the non-member States the declarations and notifications received in virtue of the present article.

Article 49.

The present Convention shall not come into force until . . . ratifications or accessions on behalf of Members of the League of Nations or non-member States have been deposited. The date of its coming into force shall be the ninetieth day after the receipt by the Secretary-General of the League of Nations of the . . . ratification or accession.

Article 50.

After the coming into force of the Convention in accordance with Article 49, each subsequent ratification or accession shall take effect on the ninetieth day from the date of its receipt by the Secretary-General of the League of Nations.

Article 51.

The present Convention may be denounced on behalf of any Member of the League of Nations or non-member State by a notification in writing addressed to the Secretary-General of the League of Nations, who will inform all the Members of the League and the non-member States referred to in Article 45. Such denunciation shall take effect one year after the date of its receipt by the Secretary-General of the League of Nations, and shall operate only in respect of the Member of the League or non-member State on whose behalf it was notified.

Article 52.

A case brought before the Court before denunciation of the present Convention, or the making of a declaration as provided in Article 48, shall, notwithstanding, continue to be heard and judgment be given by the Court.

Article 53.

1. The present Convention may be amended, either by the procedure by which it was concluded or by negotiations between the High Contracting Parties.

2. If the amended Convention does not secure acceptance by all the High Contracting Parties, it may notwithstanding be put into force by the majority of those Parties after three months notice to the other High Contracting Parties.

3. At the end of the three months, the present Convention shall cease to be in force.

Article 54.

The present Convention shall be registered by the Secretariat of the League of Nations on the date of its coming into force.

Supplement No. 3

GENERAL REGULATIONS ON COMMITTEES.

1. *Duration of Committees.*

1. Committees shall continue for the period necessitated by the character of their task.

2. If a Committee has not met for two consecutive years, the Council of the League of Nations shall consider whether this Committee should continue in existence. To this end, the Secretary-General shall communicate to the Council at its January session a complete list of Committees, at the same time indicating any which are in this position.

This rule shall, of course, not apply if the statutes of the Committee give it a permanent character.

2. *Duties of Committees.*

The duty of Committees is to study the questions in their province as defined by a Convention or by the Assembly's or Council's terms of reference, and advise the Council on these questions.

3. *Reports of Committees.*

Committees shall report to the Council on the work of each of their sessions.

In the absence of any decision to the contrary by the Committee in a particular case, the report shall be communicated simultaneously to the Council and to the Members of the League.

4. *Programmes of Work.*

In reporting to the Council, Committees must indicate their programme of work for the subsequent year or any other suitable period, this programme being drawn up on the basis of their terms of reference. They shall make special mention of any new work which they may propose to undertake.

5. *Requests for Information.*

1. Within the limits of their competence, Committees may ask the Secretary-General, or through him, for any information necessary for the performance of their task. They may, in particular, ask for consultations of experts.

2. If the obtaining of this information necessitates any outlay, Committees must make a proposal to this effect to the Secretary-General. The Secretary-General may act on this proposal in so far as budgetary credits permit.

3. Committees may not proceed to a general consultation of Governments without the Council's approval.

6. *Chairmen.*

1. Each Committee shall appoint its chairman.

2. The Committee shall fix the chairman's term of office, while bearing in mind the necessity for making possible reasonably frequent changes.

The term of office shall not be less than one year.

7. *Bureaux and Sub-Committees.*

1. Committees may appoint a bureau, sub-committees, etc., from among their members. The bureau and sub-committees shall report to the Committee. They may not send reports direct to the Council without the latter's consent. The Council's consent shall also be necessary before the bureau or sub-committees can assume the duties belonging to the Committee itself.

2. Committees may not appoint permanently or temporarily sub-committees or delegations consisting, in whole or in part, of persons other than members of the Committee, without the Council's authorisation.

3. Cases in which it is merely desired to ask an expert to provide information or conduct an enquiry are governed by Article 5.

8. *Publicity of Meetings.*

1. Committees shall decide whether their meetings are to be public.

2. If meetings are private, Committees may decide to admit permanent delegates or other representatives of the Members of the League, duly authorised by their Governments, to attend their proceedings.

3. Such delegates or representatives shall be required to observe the discretion which, in any case, is incumbent upon the members of the Committee.

9. *Appointment of Members.*

1. The Council shall appoint the members of Committees, as far as possible, at its January session.

2. Appointments shall be made by the Council on the nomination of the Rapporteur to the Council in consultation with the Secretary-General. Proposals for appointments to technical Committees working in closely related spheres * shall be submitted by the Rapporteurs jointly.

3. The Rapporteur or Rapporteurs in making their nomination, and the Council in taking its decision, shall bear in mind the nationality and personal position of the candidate (official or private occupations, age, etc.) from the standpoint of the experience, influence and activity he can bring to the Committee's service.

4. The principles of the foregoing paragraph shall also be borne in mind by Governments when appointing their delegates to Governmental committees.

10. *Tenure of Office of Members.*

1. *Committees composed of Government representatives.*—The mandate is conferred on a Government. It shall last for not more than three years.* It shall be renewable, unless the Council, in order to facilitate rotation, has decided otherwise.

2. *Committees consisting of members appointed in their personal capacity.*—The term of office shall be not more than three years, but shall be renewable. The Council shall nevertheless bear in mind the necessity of ensuring reasonably frequent renewal of the membership of Committees.

11. *Resignation.*

The resignation of a member of a Committee shall take effect as from the date on which the Secretary-General has received notice of resignation from the member concerned.

12. *Prolonged Absence.*

A Government which has not sent a representative for two years to a Committee consisting of Government representatives, or a person belonging to a Committee in his individual capacity who has not attended a meeting for two years, shall cease to form part of the Committee.

13. *Replacement during Term of Office.*

If, during a term of office, a Government or person member of a Committee ceases to belong thereto, such Government or person shall be replaced for the remainder of the term of office.

14. *States withdrawing from the League.*

1. A Government which has been appointed member of a Committee in its capacity as Member of the League, shall cease to be a member of the Committee if it ceases to belong to the League.

2. Nevertheless, in the case of a Committee to which States not members of the League may belong, the Council may reappoint the Government in question.

15. *Substitutes.*

1. *Committees consisting of representatives of Governments.*—Governments represented on a Committee may at any time change or replace their representative on giving notice to the Committee

* As in the case of the Financial, Economic and Communications Committees.

2. *Members appointed in an individual capacity.*—(a) If the Council or the Assembly has appointed substitutes, titular members may only be replaced by the substitute members thus appointed.

(b) A titular member who falls ill or is prevented from attending may send a temporary substitute to replace him, with the consent of the chairman of the Committee and of the Secretary-General.

If the titular member has not proposed a substitute, the latter may be appointed by the President of the Council after consultation with the Rapporteur to the Council.

The substitute member should, in principle, possess the same qualifications as the titular member.

(c) The replacement of a titular member by a substitute member shall not involve expenditure materially greater than previously allowed for.

16. *Associate or Correspondent Members and Assessors.*

1. Associate or correspondent members and assessors may in special cases be appointed by the Council or by the Committee with the Council's authorisation.

2. Such members or assessors shall not be entitled to vote.

17. *Members' Allowances.*

1. The expenses of members of Committees appointed in a personal capacity shall be paid out of the budget of the League of Nations under the conditions laid down by the Assembly.

2. It shall be for the Governments themselves to pay the expenses of their representatives on Governmental Committees.

18. *Application of the Present Regulations.*

1. The above rules shall apply to all the Committees of the League of Nations in the absence of any provision to the contrary in their statutes or regulations.

2. Committees already possessing a statute or rules of procedure shall submit them to the Council during the year 1936 and, if possible, before the seventeenth ordinary session of the Assembly, in order that their provisions may be brought into line with the above rules.

Committees shall submit all necessary proposals in this connection.

3. The Council may authorise derogations to the above rules. Certain derogations are already provided for in Part IV. of the report.

4. Committees which may be set up in future shall submit their draft rules of procedure for endorsement by the Council.

PUBLICATIONS OF THE LEAGUE OF NATIONS

Issued during January, 1936

Periodical Publications

	St.	\$	Swiss francs.
OFFICIAL JOURNAL. Special Supplement No. 138. Records of the Sixteenth Ordinary Session of the Assembly. Plenary Meetings. Text of the Debates. 136 pp.	5/6	1.40	5.50
—No. 141. Records of the Sixteenth Ordinary Session of the Assembly. Meetings of the Committees. Minutes of the Fourth Committee (Financial Questions). 107 pages	4/-	1.00	4.00
—No. 143. Records of the Sixteenth Ordinary Session of the Assembly. Meetings of the Committees. Minutes of the Sixth Committee (Political Questions). 88 pp.	3/6	0.90	3.50
—No. 145. Dispute between Ethiopia and Italy. Co-ordination of Measures under Article 16 of the Covenant. Co-ordination Committee, Committee of Eighteen and Sub-Committees. Minutes of the First Session, October 11th–19th, 1935. 155 pp.	6/-	1.50	6.00
—No. 146. Dispute between Ethiopia and Italy. Co-ordination of Measures under Article 16 of the Covenant. CO-ORDINATION COMMITTEE, COMMITTEE OF EIGHTEEN AND SUB-COMMITTEES. Minutes of the Second Session (October 31st–November 6th, 1935). 83 pp.	3/6	0.90	3.50
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3. School Medical Inspection in the United States of America, by Dr. J. F. Rogers.			
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C. Note on the Treatment used in Spain, by Professor Pittaluga.			
III. Epidemiology, by Professor Edm. Sergent and Professor S. Adler.			
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THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XVI., No. 2.

FEBRUARY, 1936.

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I.—SUMMARY OF THE MONTH.

February, 1936.

During February the League's most important activity was that in connection with the dispute between Ethiopia and Italy. The Committee of Experts instructed to follow the application of sanctions noted that the Co-ordination Committee's proposals had been accepted by more than fifty States. The Committee drew

up a questionnaire which will be sent to Governments. Their replies will, it is hoped, furnish statistical information which will enable the experts to estimate the effect of sanctions on Italian trade. The experts considered that the proportion of value to be added to Italian goods in other countries before they can be

accepted as "nationalised" should be raised from 25 to 50 per cent.

The Committee of Experts appointed to make a technical study of the conditions governing the trade in and transport of petrol and its derivatives, by-products and residues reached the conclusion that if the embargo were applied by all the States represented on the Co-ordination Committee it would be effective provided the United States of America restricted its sales to Italy to the normal level of its exports prior to 1935. If the United States did not so restrict its exports the embargo would render Italy's oil supplies dearer and more difficult to obtain. The effect of the embargo on petrol and its derivatives would, the Committee considered, be strengthened if it were extended to cover industrial alcohol and benzol. As regards the transport of petrol, the Committee was of the opinion that Italy would be able to satisfy

its needs up to about 50 per cent. by its own vessels. It believed that the embargo would not become fully effective until three or three and a half months had elapsed from the date of its entry into force.

* * *

The Mixed Committee appointed to investigate the problem of nutrition in its relation to economics and public health held its first session. After a preliminary survey of the problem in its various aspects the Committee defined the scope of the investigations to be undertaken.

* * *

During February the Secretariat moved from its temporary quarters in the Hotel National, beside the Lake of Geneva, to the League's permanent home, which is situated on rising ground in the Ariana Park.

II.—POLITICAL QUESTIONS.

I. WORK OF THE COMMITTEE OF EXPERTS INSTRUCTED TO FOLLOW THE APPLICATION OF SANCTIONS.

The second session of the Committee of Experts was held under the chairmanship of M. Westman from January 29th to February 1st.

The Committee had (1) to examine the replies received from Governments to the Co-ordination Committee's proposals since December 12th, 1935; (2) to take the necessary measures for the collection and publication of statistical and other information concerning trade with Italy; (3) to examine Section 2 of Proposal III., under which an exception is made to the prohibition of imports from Italy in favour of goods 25 per cent. or more of the value of which at the time when they left the place from which they were last consigned is attributable to processes undergone since the goods left Italy or Italian possessions.

* * *

I.—The Committee examined twenty-seven communications from Governments; fourteen of these contained the texts of new decrees or laws.

The countries which have not yet sent in the texts of laws or decrees relating to the application of sanctions are all far distant from Geneva.

On February 1st the following was the position as regards the acceptance and application of the Co-ordination Committee's proposals:

Proposal I. has been accepted by fifty-two Governments, of which fifty have notified the

Co-ordination Committee of its entry into force; legislative texts have been received from forty-four Governments.

Proposal II. has been accepted by fifty-two Governments, of which forty-eight have notified the Co-ordination Committee of its entry into force; legislative texts have been received from forty-one Governments.

Proposal III. has been accepted by fifty Governments, of which forty-four have notified the Co-ordination Committee of its entry into force; legislative texts have been received from thirty-nine Governments.

Proposal IV. has been accepted by fifty-one Governments, of which forty-seven have notified the Co-ordination Committee of its entry into force; legislative texts have been received from forty-one Governments.

Proposal V. has been accepted by forty-six Governments; in addition, three Governments have sent communications which would appear to indicate their acceptance in principle.

II.—In its previous report the Committee of Experts stated that all colonies, protectorates, dependencies, condominiums, leased territories, and mandated territories of countries which have enforced the Proposals, are covered by the measures taken by Governments of Members of the League, except for the Spanish colonies, Morocco and Spitzbergen.

The Spanish Government has applied Proposals III. and IV. in Spanish colonies (with the exception of Rio de Oro, where they will be enforced when action is taken as regards the

Spanish zone in Morocco). It has also informed the Committee that Proposals I. and II. will be put into force shortly.

The Experts' report makes special mention of the situation in Morocco. In the French and Spanish zones an agreement has been reached between the two Governments regarding the principle of the application of sanctions; but the technical details of the agreement are shortly to form the subject of negotiations. In the Tangier Zone the Proposals are not yet being applied, and the Committee suggested that the Chairman of the Co-ordination Committee should draw the French and Spanish Governments' attention to the desirability of a speedy conclusion of their negotiations. The Chairman was also asked to request the French Government to draw the Tangerine authority's attention to the desirability of causing the Co-ordination Committee's proposals to be applied in the international zone at the same time as they are applied in the French and Spanish Zones in Morocco.

III.—The report states that a certain number of points previously raised have now been cleared up by further information sent in by Governments to the Committee.

Fifteen Governments, however (amongst them thirteen non-European), have not yet announced whether they have substituted the lists of arms and implements of war attached to Proposal I.A for the first list contained in Proposal I.

Another country has reserved the right to allow certain exceptions from the rules of Proposal III. concerning spare parts for its electrical and textile industries. The Committee noted these statements and observed that such derogations, apart from the exceptional case of Government contracts in course of fulfilment approved by the Committee set up on November 6th, 1935, are not, in principle, consistent with Proposal III. and would, if they were to become general, prejudice the effectiveness of the whole system.

The Union of South Africa, Bolivia, and the Dominican Republic have sent replies to Proposal V. The first-mentioned Government indicates the measures which it is prepared to take for the organisation of mutual support, and states that it is prepared to give "an assurance that it will not conclude with States Members of the League of Nations not participating in the application of sanctions, trade agreements such as are now provided for in the Union's legislation for the encouragement of trade by tariff concessions or most-favoured-nation treatment."

IV.—As regards the effect of the Co-ordina-

tion Committee's proposals regarding Italian trade, the Committee considered that statistics of the trade of other countries with Italy should be collated, as no such statistics are now published by the latter Government. A questionnaire has been prepared for the purpose and will be sent to all Governments members of the Co-ordination Committee. In this questionnaire three distinct aspects of Italian trade are envisaged: (a) the changes in value of that trade as a whole and in particular of certain classes of Italian sales abroad; (b) the movement of precious metals; (c) the purchases by Italy of certain agricultural products, raw materials, etc.

V.—The question of the proportion of value to be added to Italian goods in other countries before they can be accepted as "nationalised" products of those other countries and thus exempted from the embargo on Italian goods was also the subject of study. The Committee observed that it was particularly difficult for the customs authorities to determine what proportion of the total value of a given commodity at the time of its arrival in the country of importation is attributable to the value of that commodity at the time when it left its country of origin, and what proportion of its value is due to processes carried out subsequently in a third country. It considered, however, that this difficulty was diminished when the percentage of value added in a third country was a high one. It, therefore, held that the application of the laws and decrees giving effect to Proposal III. would be rendered easier if the percentage were raised from 25 to a higher figure, for instance 50. The Committee also considered that Governments should give the customs administrations and other authorities concerned full instructions to exercise the utmost vigilance in seeing that the rules laid down on this subject are strictly observed.

2. WORK OF THE COMMITTEE OF EXPERTS ON THE TRADE IN AND TRANSPORT OF PETROLEUM.

A Committee of Experts was on January 22nd, 1936,* appointed by the Committee of Eighteen to make a technical examination of the conditions governing the trade in and transport of petrol and its derivatives, by-products, and residues. This Committee met, from February 3rd to 12th, under the chairmanship of M. Gomez (Mexico).

The task of the experts was to submit to a technical examination the whole problem of the effectiveness of an embargo on petroleum products; by the term "effective" was to be

* *Cou Résumé Mensuel*, Vol. XVI., No. 1, page 7.

understood the influence which this embargo might have on Italy's power to cover the whole or the greater part of her oil requirements. It was not the Committee's function to deal with all the effects—financial, economic and other—that the embargo might have, even were it not to prove completely watertight.

In order to distribute its work, the Committee appointed three Sub-Committees to study :

- (a) The general problem of consumption and supplies ;
- (b) The possible use of substitutes ;
- (c) The question of transport.

The reports of these Sub-Committees, which were duly approved by the Expert Committee, contained a series of findings in regard to imports, consumption, stocks, and sources of supply of petroleum for Italy. The possibility of her realising economies in the use of petroleum products by the use of substitutes, and the methods by which she might obtain petroleum without the aid of foreign tankers, were also considered.

The Expert Committee drafted a general report based on the Sub-Committees' work and intended to enable the Committee of Eighteen to estimate the degree of effectiveness that an embargo on consignments of petroleum products to Italy might have.

The conclusions reached by the Committee are as follows :—

" (1) The figures given with reference to consumption, to stocks and to supplies which might be *en route* at the moment of the imposition of an embargo on the export of petroleum and petroleum products make it possible to estimate roughly the period which would have to elapse before such an embargo, were it to be universally applied, would become fully effective. In the conditions prevailing at the moment of its session, the Committee is of opinion that this period may be taken to be about three to three and a half months.

" (2) In the event of such an embargo being applied by all States Members of the Co-ordination Committee, it would be effective if the United States of America was to limit its exports to Italy to the normal level of its exports prior to 1935.

" (3) If such an embargo were applied by the

States Members of the Co-ordination Committee^e alone, the only effect which it could have on Italy would be to render the purchase of petroleum more difficult and expensive.

" (4) In view of the possibility of substitutes being used to some extent for petrol (motor spirit), an embargo on the export of petroleum and petroleum products would be strengthened were it extended to cover industrial alcohol and benzol.

" (5) The effectiveness of an embargo imposed by States Members of the Co-ordination Committee on the transport of oil to Italy is subject to the same limitations as an embargo on exports. Were these States alone to prohibit the use of tankers for the transport of oil to Italy, it would be able to satisfy its needs up to about 50 per cent. from its own resources, and the rest by means of vessels of other States, but with greater difficulty and at greater expense.

" (6) If an embargo on transport should be decided on, the Committee is of the opinion that the most practicable form would be one which would prohibit tankers from proceeding to Italy and would also prohibit the sale of tankers to States not applying the embargo.

" (7) Should it be decided to impose an embargo on petroleum, attention should be given to the necessity of taking suitable measures to prevent traffic by indirect routes, including use of free ports, which is of special importance as regards petroleum."

The report of the Committee of Experts was forwarded to States Members of the Co-ordination Committee and to non-member States. It will be considered by the Committee of Eighteen at its March session.

The following attended the meeting : M. Gomez (Mexico) (Chairman), Mr. R. C. S. Stevenson, Mr. F. C. Starling, Mr. N. A. Guttery and Mr. G. W. C. Norfolk (United Kingdom) ; M. J. Filhol and M. J. Fouques Duparc (France) ; M. Sabih Nejib (Iraq) ; Ali Ashgar Khan Zarrinkafsh and M. N. Entezam (Iran) ; M. Vicente Estrada Cajigal (Mexico) ; M. Einar Maseng and M. Dagfinn Paust (Norway) ; M. Ph. van Ommeren and M. Dooyewaard (Netherlands) ; M. Alberto Jochamowitz (Pérou) ; M. Georges Assan (Rumania) ; M. Westman and M. R. Sohlman (Sweden) ; M. Boris Rosenblum (U.S.S.R.). Venezuela was represented by an observer, M. Zumeta.

III.—TECHNICAL ORGANISATIONS.

I. HEALTH ORGANISATION.

(a) *Meeting of the Mixed Committee on Nutrition.*

In 1935 the Assembly asked the Council to appoint a mixed committee to investigate the problem of nutrition in its relation to economics and public health. In urging upon the Assembly

that the League should take up this problem, Mr. Bruce, delegate of Australia, stressed the necessity for effecting what he called a marriage between public health and agriculture. If Governments took steps to increase the consumption of food by their populations they would not only raise the standards of health

and well-being in their own countries, he argued, but also contribute to solving the problems raised by the world economic depression.

There are three factors that make this question one of international concern; in the first place, social welfare and the assurance of a minimum standard of living are coming to be regarded as part of the duty of modern governments; in the second place, medical science has recently discovered a great deal about the extent and gravity of malnutrition in the world to-day and about the importance to public health of a balanced diet containing sufficient quantities not only of energy-producing, but also of so-called "protective" foodstuffs, which contain vitamins; in the third place, the world economic depression while, on the one hand, magnifying the problem of malnutrition among the unemployed and the under-employed has, on the other hand, made public opinion conscious of the paradox that under-nourishment co-exists with a glut in the world markets of agricultural products, including foodstuffs.

The Mixed Committee was to survey all the aspects of the problem—social, medical, economic, agricultural, administrative, and financial. The Council, therefore, constituted the Committee on a broad basis. Its members include agricultural, economic, and health experts. The International Labour Organisation and the International Institute of Agriculture in Rome, whose co-operation has been secured, are represented on it. Some of its members were nominated by the Health and Economic Organisations of the League.

The Committee's enquiry will be conducted to some extent concurrently and in co-operation with an investigation into the same subject in its relations to labour and social problems undertaken by the International Labour Organisation, in pursuance of a resolution of the International Labour Conference of June, 1935, requesting the Governing Body to undertake a comprehensive examination of the problem with a view to presenting a report to the 1936 session of the Conference.

* * *

The Mixed Committee held its first session in Geneva from February 10th to 15th, under the chairmanship of Lord Astor.

In his opening speech Lord Astor defined the scope of the Committee's work as follows:—

"The social aspect of the problem of nutrition is intimately associated with many of its economic aspects, and especially with questions of poverty and cost of living. These aspects are of special

interest to the working classes, and it naturally falls upon the International Labour Organisation to present this side and give us the benefit of their wide experience. . . .

"In regard to public health, we shall be well advised to place this in the very forefront of our enquiries. The whole proposition that it is desirable that Governments should pay increasing attention to nutrition stands or falls on the extent to which it is true that better nutrition can bring about greatly improved standards of national health and contentment. Some make the claim that we are on the verge of a fresh orientation of policy as far reaching in its effects on welfare as have resulted from the great discoveries associated with sanitation. Let me quote a statement once made by one of the members of this Committee, Dr. McCollum:

"The researches in the field of nutrition have a greater value in preventive medicine in relation to raising the vitality of mankind, with all that this implies, than they have in the prevention of the occurrence of the deficiency diseases. This fact has never been sufficiently appreciated. . . .

"It is the gradual operation of more or less constant, but unperceived causes rather than of great exposures of an accidental nature which in most cases is responsible for undermining the health of the individual. Of these causes it now seems certain that the consumption of an improperly constituted diet is one of the most important. It is one of the causes of inferiority in physical development, instability of the nervous system, lack of recuperative power and endurance, and a consequent cumulative fatigue and lack of resistance to infections such as tuberculosis and other types where specific immunity is not easily developed by the body. In addition to this, the rate of development of senile characteristics, and consequently the length of the span of life, are greatly influenced by the type of diet to which one adheres."

"I turn next to the question of Education. You know how long it takes and how difficult it is to disseminate newly discovered knowledge and facts after they have been accepted by the experts. Ignorance, prejudice, tradition, competing interests, have to be overcome. We must therefore be careful to make clear to the lay mind the real practical implications of the results reached by scientific investigation. . . .

"But it must take time. Let there be no mistake as to the formidable character of the obstacles which have to be overcome. Before proceeding to the next aspect, let me, however, utter one further note of caution. As I see it the task of the experts is to reach agreement on the quantities of essential constituents of food which are necessary for a health-maintaining diet. It is not their task to lay down the law about the methods whereby the necessary quantities of these constituents are to be obtained, though they may indicate that some foods are better sources of particular constituents than are others. And in particular all must remember the value of human instinct and the existence of individual taste or idiosyncrasy. We must be

wise as well as being zealous. . . . In dealing with education we encounter another problem, namely, how to overcome the opposition created by prejudices, apathy, vested interest. We shall require to put forward different arguments and to present different facts for (i) laymen, (ii) for the medical profession, (iii) for public bodies such as health authorities, teachers, etc. To get the general public on our side, we must deal with the problem as it affects pregnant women, children, or the welfare of the 'man in the street.' We must present our report and recommendations in popular, not scientific, language. Anyone who has had to deal with public opinion, whether as a politician, a civil servant, a journalist, a teacher, etc., knows how much repetition, constant repetition, repeated repetition is required in such a task as we contemplate. We shall have to pierce the semi-truths, the untruths, the fallacies of vested interests. These in some cases will be associated with financially powerful competing interests (patent foods—proprietary preparations, the owners of which spend millions of money in advertising, in mass suggestion). Other vested interests will be associated with artificially protected branches of food production.

"Next take Nutrition and Labour. We have on our Committee representatives of the International Labour Office. This Department set up some time ago a Committee called the Committee of Experts on Workers' Nutrition to prepare a report for the International Labour Conference to be held next June. This Committee is collecting most valuable data based on a detailed analysis of many thousands of family budgets. They will be able to give us information :

- (1) about the quality and the quantity of dietaries ;
- (2) about national variations in standards of dietary ;
- (3) about the effect of malnutrition on the health of workers ;
- (4) about the relative importance of nutrition when compared with the surroundings of workers (e.g., modern well-lit factories) with the nature of their occupation and other relevant factors ;
- (5) about the knowledge or lack of knowledge of housewives ;
- (6) about meal times ;
- (7) about the standard of living of rural as compared with urban workers.

"This brings me next to Nutrition and Income and raises the most important aspect of 'price.' One major factor of our whole enquiry is that the 'protective' foods (incidentally a phrase which has not yet been even heard of by the vast majority of people) are relatively expensive by comparison with the energy-producing foods. It, therefore, follows that the variation in consumption between the lower income and the higher income groups in any given community is particularly marked in regard to these health-promoting foods. . . . The question of consumers' prices raises such problems as are associated with :

- (1) the spread between wholesale and retail price ;
- (2) the effect of national monopolies ;

- (3) the effect of tariffs and other protective policies with the resultant discrepancies between the normal free market prices and the prices artificially created by a system of protection ;
- (4) the effect of sales and processing taxes ;
- (5) the effect of cartels ;
- (6) waste in distribution.

Other factors bearing on the problem are :

- (a) subsidies to special branches of farmers ;
- (b) subsidies to special branches of consumers ;
- (c) special allowances to the families (particularly the children) of the unemployed ;
- (d) public (e.g., municipal) distribution ;
- (e) rates of wages or other forms of income.

"This brings me to another point, namely, the statistics of food supplies and consumption.

"We may find, just as the I.L.O. Committee may find, that there is need for improved statistics, particularly about food supplies and consumption. Statistics of agricultural production by themselves do not give us total food supplies. Allowance has to be made for :

- (a) imports and exports ;
- (b) for consumption on the farm ;
- (c) for supplies used for industrial purposes ;
- (d) for supplies used for animal feeding.

"Possibly the Commission may find it desirable to appoint a Statistical Sub-Committee to report on the adequacy of existing estimates of world food supplies, and to make recommendations which we might pass on to Governments for improving their data on national food supplies and consumption. Estimates of average consumption in each country could then be placed alongside the results of family budgets, enquiries showing variations in consumption at different income levels.

"Finally, if we are to arrive at something like a complete picture of the way the total food supplies are distributed throughout the population, an estimate of the probable distribution of the national income by families is needed.

"Next I must touch upon another important aspect, namely, the effect which improved nutrition and a rising standard of feeding will have upon food production and food supply. The proposals before the Committee have been described as the marriage of health and agriculture. The agricultural side will prove of especial interest to many members of this Committee, both from the personal and the national point of view. The world is painfully familiar with the agricultural depression and with the decline of international trade in agricultural products. Will the ideas which we are studying assist the world to emerge from the agricultural crisis? If so, then although we should still be right in regarding the public health side of our enquiries as the most important, yet it would be hard to exaggerate the significance which we ought to attach to the agricultural side.

"I have earlier referred to the difficulties in defeating ignorance or direct opposition. But we must realise the authoritative weight and backing with which our findings will be placed before the world. When the recommendations of world experts have been endorsed by a representative

Committee such as ours and have been accepted by the Assembly, it will be impossible for nations as a whole to ignore or sidetrack them. The universal adoption of these recommendations must take time. Countries will apply them in different degrees and in varying stages. But as the recommendations come to be acted upon a great deal more food will be required. Agriculture must benefit. On this aspect we may come to the conclusion that we should be satisfied with the knowledge that agriculturalists will benefit indirectly rather than that we should outline national agricultural policies or try directly to stimulate food production. Each nation will want to decide how to tackle this problem. We must not even appear to wish to dictate to or to interfere with any country. The whole economic policy of certain nations may be affected, the whole structure of agriculture may be influenced. This should not, however, preclude us from indicating how or where the food could be obtained in the different continents. Our task should be to make a factual report and to let nations compete with each other in availing themselves of the good news we bring them.

"The outstanding fact from an agricultural point of view appears to be that most of the health-promoting foods are foods peculiarly suited for production in the soil and climate and under the agricultural social system of the industrial countries of Europe. The Expert Commission on Nutrition has placed special emphasis on dairy products and meat, fresh vegetables, fresh fruit and eggs. Milk and fresh vegetables, being perishable products, are almost of necessity produced locally and can be produced in industrial Europe. The national agriculture of England, France, Belgium, and Germany are also well suited for fruit growing and egg production. Meat can also be produced on a very considerable scale on the farms of the industrial countries. If, therefore, in the industrial countries the rising public interest in nutrition results in increased demand for the chief health-promoting foods, the farmers in these industrial countries should be the first to feel the good effects. But the consequences that we might legitimately anticipate would not stop there. A marked increase in the demand for such perishable products as milk, vegetables, etc., would diminish the desire of farmers in the industrial states to grow certain other commodities. These farmers might become less insistent upon State help to grow such crops as sugar and wheat, especially when these are relatively less suited to their climate and can be transported long distances without deterioration.

"I shall not elaborate this aspect to its limits to-day, but it is evident that such a change over in the practice of British and other European farmers would gradually lead to an increase in the international exchange of goods and so to a restoration of world trade. This would be entirely beneficial. If we carry the picture a stage further and if the farmers of, say, England or Belgium are to produce a great deal more milk, they will certainly need to use increased quantities of feeding stuffs. These, in turn, will be largely produced in the tropics. Therefore, quite apart from benefiting the peoples in the tropics by the application of nutritional policies in the tropics

themselves a growing demand for the health-promoting foods in Europe should mean more trade for the agriculture of the tropical countries.

"There is one obvious limitation. It is clear from the discussions at the Assembly that many delegations felt that, although the problem of malnutrition was most severe in the Far East and greatly affected most countries in the tropics, yet progress in such countries would necessarily be slow, and that it was best for our enquiries to commence among the countries of what may be described as Western civilisation. The composition of the Mixed Committee indicates that the Council takes a similar view. We may deem it wise to set up a sub-committee to initiate the collection of data, etc., about the problems of the East, of the Tropics, and of the Arctic and ourselves deal with them at a later stage.

"Any substantial increase in the purchasing power of agriculturalists the world over must benefit world trade and industrial nations. For years statesmen in many countries have been trying to improve the purchasing power of food producers. It is possible that we may indirectly achieve what so far they have failed to do by direct action. Every student who has followed the numerous successive conferences on disarmament, every thinker who observes the other manifestations of world unrest and dissatisfaction must recognise that the world is bedevilled to-day largely because that international economic life and intercourse upon which modern civilisation has been built has been interrupted.

"The more any international body can do to restore or increase the flow and exchange of commodities between continents and countries the more will it contribute towards a return to normality and prosperity. To-day a lopsided artificial economic life in many countries is preventing many people from obtaining that abundance of cheap nourishment which science has made available. We shall outline to the world a policy full of hope for and promises of positive improvements in health—positive improvements in standards of living—positive improvements in contentment.

"I believe that our final recommendations can and will make an overwhelming appeal to the common sense of the world. I believe that public opinion in those countries where public opinion largely influences Governmental action will insist upon appropriate action being taken. I believe that the individual judgment of rulers in those countries where policy is in the main determined by a few in power will cause them also to shape their policy in conformity with our suggestions. If starting from the aspect of public health and continuing our enquiries through the fields of national agriculture, of world trade, of industrial employment, we come to the conclusion that welfare, using this word in its widest meaning, can be immeasurably improved through the application of the results of science we shall open up a new era of progress to a suffering world. If, as the result of our enquiries, the picture which I have ventured to sketch in this preliminary way proceeds to take shape and to become a living reality, then I am sure that heavy as is the task which lies before us, we shall congratulate ourselves on having been

given the opportunity of studying on behalf of the League of Nations questions so full of promise for the well-being of all nations. Let me end by quoting a few words delivered by the President of the Royal Society of Great Britain, Sir F. G. Hopkins, perhaps the greatest living authority on bio-chemistry, after he had occupied the Chair for five years. In his final address to the Royal Society he used the following striking words about the work of this Committee.

"He said :

" ' Policies concerned respectively with the production, transport, distribution, and consumption of foods will all, we may hope, be discussed. They seem to be the very proper business of the League, and if discussion goes deep enough and is frank enough, it may well do no small service to the interests of peace itself.' "

The Programme of Investigations.—The Committee decided to meet again in June in time to make its findings available for the International Labour Organisation Conference and to frame its report in time for the Assembly in September. In his opening speech Lord Astor suggested that in view of the scope and importance of the investigations they were undertaking, the Committee might be able to present only an interim report to the Assembly.

Two main groups of investigations were decided upon : one concerned with the public health aspect of the problem of nutrition, the other with the economic side of the problem. As regards the relationship between nutrition and public health, the Committee was able to benefit by the work done by the League Health Organisation for several years past, culminating in the meeting of the Technical Commission on Nutrition of the League Health Committee which took place in London in November, 1935, and made a study of the physiological bases of nutrition.*

The Mixed Committee recognised the great importance from the point of view of public health of the report which was a unanimous presentation of the views of the Technical Commission. This report places on record the opinions of qualified experts as to the variety and amounts of the foods to be consumed in order to produce optimum physical development and health.

Professors Mellanby and McCollum, who represented the London Technical Commission, explained the nature of the report. On the one hand, this report defines the bases of an optimum diet, which is to be aimed at ; on the other hand, these principles, while they themselves are definite, allow in practice of a variety of adjustments and alternatives in terms of food-

stuffs eaten, into the details of which the London Conference did not feel able to go. This task is left to be performed by physiologists and health experts in the different countries according to the customs and resources of each.

A comprehensive plan of study was drawn up in order to amplify and test the conclusions of the Technical Commission of the Health Committee in the light of experience and to adjust them to the conditions and needs of different countries. These investigations will take into account on the one hand the general conditions in which town and country populations live and the modifications in their diet that they may be able to accept and, on the other hand, the consequences resulting for agriculture from an adoption by Governments of a constructive nutrition policy. Special attention is to be paid in the course of these investigations to the means of gradually bringing about conditions which may be regarded as normal, from the point of view of climate and labour, in districts and populations outside Europe and especially in the Far East and in Africa, which for centuries have suffered from malnutrition or even from chronic famine owing to the insufficient quantities or inferior quality of the food they have been able to procure.

The Committee noted the plan of action being carried out by the Health Section of the League Secretariat in connection with this aspect of the question : the Conference on Rural Hygiene in the Far East, 1937, and the next Congress of the Far Eastern Association of Tropical Medicine, 1938, are placing on their agenda the question of nutrition in Asia and the Far East with a programme fixed in agreement with the Health Organisation. The Health Section has begun the preparatory investigations. As regards Africa, the recent Pan-African Conference at Johannesburg asked the Health Committee to set up an "African Commission." Furthermore, the Conference considered asking the Council of the League of Nations to examine the desirability of periodical health conferences in Africa. If the League Council is of this opinion, the question of nutrition will be placed on the agenda of these Conferences.

The representatives of the International Labour Office on the Committee explained the lines on which they were investigating the problems of nutrition in relation to the world of labour. The International Institute of Agriculture in co-operation with the International Labour Organisation and the Secretariat of the League is to investigate how to bring about a gradual improvement in nutritional statistics.

* See Monthly Summary, Vol. XV., No. II, page 307.

The Mixed Committee expressed the hope that, in view of the importance of carrying on these studies and researches, in as many countries as possible suitable means would be found for centralising the documentation, information and measures for the improvement of nutrition in order to gain a better knowledge of the influence which has been and may be exercised on the different countries by the scientific results already achieved. With this end in view, wherever organisations adapted for this task do not yet exist, it is hoped that national committees or other suitable bodies will be set up under the authority of the Government, or in relation with the latter, and in liaison with the scientific institutions, in order to investigate on a national plane:

A. What centres for the study of and scientific research into human nutrition are already in existence;

B. What action is proposed and what steps appear to be desirable for the development of these studies or researches;

C. What application has been made of the scientific findings already established, in particular:

(a) by instruction in the form of lectures, travelling exhibitions, radio, etc.;

(b) by the instruction in domestic economy;

(c) by the education of doctors, teachers or stewards, military supply service officers, hotel-keepers, etc.;

(d) by the supervision of diets in educational establishments, barracks, public relief institutions, in which a rational diet may be introduced by a decision of the public authorities;

(e) by the distribution of certain foods to children;

(f) by any other action taken by the State or by occupational or other groups.

D. What should be done in future to improve the nutrition of the country;

E. The probable consequences, and particularly the new requirements from the point of view of the food supplies of their country (reduction or increase in the consumption of certain products), of the application of a normal dietary drawn up in accordance with the Technical Commission's conclusions.

If effect could be given in many countries to this recommendation of the Economic Committee, it would not only, in the Committee's opinion, be of considerable advantage from the national standpoint, but the League's work on nutrition would be appreciably lightened, because of the existence of all these centres

to which it could look for support. While not prepared to give categorical instructions or to enter into details as to the nutrition of the country, these national committees would be able to give an impulse to the work undertaken and would contribute towards spreading dietary habits in accordance with the progress of science. Nutritional hygiene does not in fact set out to destroy man's earlier experience but to guide it and to transform it into practice based on science, to the progress of which mankind is obliged to adapt itself though without abandoning tradition.

The Mixed Committee considered that the principal aim in improving nutrition should be to protect and promote the resistance of those age-groups and classes of the population which are both the most vulnerable and the most important for building up healthy and robust generations.

The Committee considered that in civilised societies it is the duty and the right of the State to ensure the food requirements of expectant mothers, infants, school-children and, if necessary, certain classes of adults (the unemployed, etc.) who are temporarily unable to obtain the absolutely necessary nutrition. In such cases, in the Committee's opinion, it is not only especially important to provide adequate nutrition; it is also possible to intervene more easily than in the case of the mass of the population, whose individual freedom it is, incidentally, undesirable to restrict unduly.

For this reason, the Committee attached importance to all the means of improving directly the diet of those whose need is greatest, and expressed itself as convinced that this feeling is shared in every country, for these questions occupy the main place in the replies received from the various States.

The Committee was unable to enter into details under this important head, but considered that it would have important proposals to make later on in this field and that it is essential to study this subject more thoroughly.

The session was attended by: Lord Astor (Chairman), Member of the House of Lords, Chairman of the Milk-in-Schools Advisory Committee, formerly Parliamentary Secretary to the Ministry of Food and later to the Ministry of Health (British); Dr. Ed. Mellanby, Secretary-General of the Medical Research Council; Professor McCollum, Professor of Biochemistry, Johns Hopkins University (U.S.A.). The International Labour Office was represented by: M. C. V. Bramsnaes, Director of the National Bank, former Finance Minister (Danish); M. Halbwachs, Professor at the



Sorbonne. The International Institute of Agriculture was represented by: M. G. Acerbo, President of the Institute; and M. J. J. L. Nan Rijn, Vice-President. The following experts were present: M. Jules Gautier, Vice-President of the Commission Internationale d'Agriculture; M. Stevens, Engineer, Inspector of Agriculture, Head of the Agricultural and Economic Information Service at the Ministry of Agriculture, The Hague; Mr. F. L. McDougall, Economic Adviser to the Australian Government in London; Professor Thure Bjoerkman, Secretary-General of the Academy of Agriculture, Stockholm; M. Carlos A. Pardo, Consul-General, Commercial Adviser to the Argentine Legation in London; M. Jean Wszelaki, Economic Adviser to the Polish Foreign Ministry; M. Léon Dupriez, Professor of Political Economy, Louvain University, Secretary-General of the Office of Economic Recovery; M. R. Cantos, Economist, Deputy to the Cortes; M. H. Queille, Senator, former Minister of Agriculture and former Minister of Public Health (French); Dr. L. Feierabend, Director of the Cereal Monopoly, Prague; M. Edo Marcovic, Director-General of the Company for the Exportation of Yugoslav Produce; Mr. Warren C. Waite, Professor, Minnesota University; M. G. de Michelis, Ambassador, Senator, Member of the National Research Council, Rome.

(b) *The Organisation's Eastern Bureau at Singapore.*

One of the main duties of the Health Organisation is the collection and distribution of information on the spread of infectious diseases. It is the duty of the Epidemiological Intelligence Service to keep the health services of all countries informed of the health situation in various parts of the world, to report to them any epidemics and to enable them to take suitable measures of protection. This service began working in 1921, and its activity has been gradually extended to cover the whole world. At the outset it collected and distributed only information concerning Central and Eastern Europe. In 1923, it went further afield and covered 70 countries and territories. In 1936, the number was 148. Its information relates to 72 per cent. of the world's population or about 1,436,000,000 individuals.

For effective protection to be secured and for countries to be able to take action against dangers to health, the information must be of recent date. It was therefore natural that the Service should establish a sort of advanced post in those parts of the world where the main

sources of infection exist. These parts are the East and the Far East. It is well known that cholera, smallpox and plague are endemic there and they claim many hundreds of thousands of victims each year. The development of steam navigation at the end of the nineteenth and during the first part of the twentieth century has considerably increased the danger of the spread of pestilence.

The Health Organisation thus found it essential to set up an Eastern Bureau of Epidemiological information. The place selected was Singapore; for this port, at the end of the Malay Peninsula, occupies a very favourable situation, serving as a place of call for almost all sea traffic between Japan, China and Indo-China on the one hand and the Near East, Africa and Europe on the other. The Singapore Bureau began working in 1925.

It has to a large extent fulfilled its purpose. The chief ports of the Southern and Eastern coast of Asia, those of Australasia and the East India Islands and those of the East Coast of Africa inform the Bureau by telegraph of the appearance and spread of any epidemic. At the present time, there are 188 such ports, 26 in Africa, 109 in Asia, 49 in Australasia and 2 in America. The Bureau is also kept acquainted with the health situation in the Southern Pacific archipelagos and the Egyptian Quarantine Council informs it of any epidemics that may arise during pilgrimages to Mecca, owing to the effects that these epidemics may have amongst the Moslem countries of Africa and Asia.

What does the Bureau do with this information?

It prepares a weekly epidemiological bulletin based on the information received from contaminated ports.

This bulletin is sent out each week from ten wireless stations (Saigon, Malabar, Sandakan, Hong Kong, Shanghai, Tokio, Tananarivo, Karachi, Madras and Nauen).

The list is constantly kept up to date by the addition of further information received by the Bureau and in this form it is broadcast every day by Malabar (Java) Station. Certain ports that cannot be reached by the above broadcasts receive the bulletin by cable.

A digest of the Bureau's information is broadcast for ships at sea. Thus, Governments are duly informed of the appearance and development of epidemics in certain ports and can immediately take the necessary precautions in regard to vessels coming from those ports. On the other hand, they can dispense with such precautions as regards vessels coming from

non-infected areas or those which have again been declared plague-free. There is here a double advantage, in that the security is greater and the handicap of quarantine weighs less heavily on international trade. Moreover, ships at sea can take measures to avoid calling at an infected port or at any rate to protect themselves against contagion.

* * *

It would be incorrect to regard the Eastern Bureau as a sort of annex to the Epidemiological Intelligence Service. Its work has steadily grown and now tends to cover all the duties of the Health Section. It works under the supervision of an Advisory Committee of representatives of the various Health Services in the East. This Committee meets once a year to consider the Bureau's past work and to give advice as to future activities. Thus the Bureau has become a liaison and co-ordination centre. It is in permanent contact with the heads of the Health Departments and serves as a connecting link between scientific research workers in the East—especially those dealing with plague, cholera, bacteriophage, etc. Since 1934 it has organised an annual course of malariology at the Singapore Medical College. Instruction is given at this course by eminent malariologists from Europe and the East. All Health Administrations are entitled to send to these courses young Public Health doctors to perfect their knowledge of malaria, which is one of the most difficult health problems of the East.

The Governments of British India and of China asked the League in 1932 to summon an International Conference on rural hygiene for Eastern countries. This Conference has been prepared by the Singapore Bureau, and it will (following a recent decision of the Council) be held during 1937 at some place in the Netherlands Indies. The Bureau will provide the secretariat for the Conference.

Several Health Administrations in the Far East voluntarily make a special grant for the upkeep and working of the Eastern Bureau, from which they benefit directly. No better proof of its utility could be given.

2. COMMUNICATIONS AND TRANSIT.

Unification of Buoyage Regulations

The question of the unification of coastal buoyage was studied by the Lisbon Conference in 1930. Failing to reach an unanimous agreement, the Conference adopted a resolution recommending that the work which it had begun should be continued subsequently.

In accordance with this resolution, draft uniform rules for buoyage were prepared by

the United Kingdom Government and communicated to Governments in 1931. In 1933, a Preparatory Committee drew up a draft agreement and regulations based on the British plan and taking account of observations submitted by other Governments.

The Preparatory Committee's texts were then sent to all Governments of maritime countries, who were asked to state whether they were prepared, if need be, to conclude an agreement on this basis. The replies showed that a large number of countries, especially in Europe, were ready to sign the agreement, and the Communications and Transit Committee appointed a small Committee of Experts chosen as far as possible from the members of the Preparatory Committee, to revise the texts proposed, taking account of the amendments suggested by Governments.

These experts met in London from February 10th to 14th, 1936, under the chairmanship of Sir John Baldwin (United Kingdom).

In its report the Committee states :

that the adoption of the proposed rules could not bind any of the contracting States to adopt all the methods of buoyage mentioned therein ; and that the rules merely indicate the nature of the marks already adopted or to be adopted in the future to meet new requirements ;

that the rules have been made as elastic as possible to enable various special situations to be taken into account and to secure without difficulty sufficient uniformity, wherever desirable and possible, for the purposes of safety.

The rules provide for two systems of buoyage :

(1) The *lateral* system which is generally used for well-defined channels, in which buoyage-marks indicate the position of dangers in relation to the route to be followed by mariners in their vicinity.

(2) The *cardinal* system, which is generally used to indicate dangers where the coast is flanked by numerous rocks, or dangers in the open sea. In this system the bearing (true) of the mark from the danger is indicated to the nearest cardinal point.

Lateral System.

The position of marks in the lateral system is determined by the general direction taken by the mariner when approaching a harbour, river, estuary or other waterway from seaward, and may also be determined with reference to the main stream of flood tide.

The sides of channels are in general marked as follows :

To *starboard*.—*Shape* : conical or spar. *Colour* : black (or black and white). *Lights* :

either white or green showing one or three flashes or occultations; or both white and green lights (with an odd number of flashes or occultations).

To *port*.—*Shape*: can or spar. *Colour*: red (or red and white). *Lights*: either red or white lights showing two or four flashes or occultations; or both red lights and white lights (with an even number of flashes or occultations).

The starboard marks are also distinguished from the port marks by their topmark, which repeats the distinctive form of the body of the mark (conical for starboard and can-shaped for port).

The lateral system also provides marks for buoying middle grounds. Bifurcations and junctions of channels, or the middle of a channel. The characteristics of these marks enable them to be distinguished easily from one another and from the marks of sides of channels.

Cardinal System.

In this system there are four quadrants: north, south, east and west. They are bounded by the bearings of N.E., S.E., S.W. and N.W., taken from the point of danger.

Danger marks in the different quadrants are characterised as follows:

North quadrant (N.W.—N.E.).—*Shape*: cone or spar. *Colour*: black with a wide white median band. *Light*: white with an odd number of variations.

Southern quadrant (S.E.—S.W.).—*Shape*: can or spar. *Colour*: red with a wide white median band. *Light*: red, preferably, or white, with an even number of variations.

Eastern quadrant (N.E.—S.E.).—*Shape*: ogival or spar. *Colour*: red above, white below. *Light*: red, preferably, or white, with an odd number of variations.

Western quadrant (S.W.—N.W.).—*Shape*: spindle or spar. *Colour*: black above and white below. *Light*: white with an even number of variations.

The marks in the different quadrants are also distinguished by the shape of their topmarks.

Wreck Marking.—Under the regulations, wrecks may be marked by either the lateral or the cardinal system. But wreck marks are always painted green and if need be surmounted

by green lights with the characteristics provided for the purpose. The regulations also contain provisions for isolated danger marks and for several marks such as buoys for aircraft landing, mooring, quarantine, etc.

The agreement to which the regulations are annexed would come into force when accepted by ten States. A period of ten years is provided for its technical application. The necessary steps to be taken under the regulations shall be completed as speedily as possible and in any case within a period of ten years from the coming into force of the agreement. Any contracting Government that had carried out all the necessary measures within its territory would notify the Secretary-General of the League, who would thereupon inform the other contracting Governments.

The following composed the Committee of Experts:

Sir John Baldwin (United Kingdom), Chairman; M. van Braam van Vloten, Chief Engineer of the Lighthouse Service (Netherlands); M. Capponi, Naval Attaché to the Italian Embassy in London; M. Enamorado Alvarez-Castrillon, Engineer, Secretary of the Lighthouse Commission (Spain); M. Hagg, Director-General of the Swedish Pilotage Lighthouse and Buoyage Administration; Captain Ryley, one of the Elder Brethren of the Corporation of Trinity House (United Kingdom); M. de Rouville, Director of the Central Lighthouse and Buoyage Service of France.

3. ECONOMIC AND FINANCIAL ORGANISATION. *Financial Assistance to the Venezuelan Government.*

On January 31st the Venezuelan Government asked the Secretary-General to propose a financial and economic expert to co-operate with its own experts in Venezuela for a certain period.

The Secretary-General has proposed M. Pierre Denis, former official of the League Secretariat, who played an important part in the financial reorganisation of several States of Central Europe and is the author of works on South America.

This proposal has been accepted and M. P. Denis will shortly sail for Venezuela.

IV.—LEGAL AND CONSTITUTIONAL QUESTIONS.

I. ENTRY INTO FORCE OF THE PROTOCOL ON THE REVISION OF THE STATUTE OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

*Entry into Force of the Protocol of Revision.**

In accordance with the Assembly's resolution

* See Monthly Summary, Vol. XVI., No. 1, page 16.

of September 27th, 1935, and with the Council's decision of January 23rd, 1936, the Protocol of Revision of the Statute of the Permanent Court of International Justice, dated September 14th, 1929, came into force on February 1st, 1936.

2. INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The Treaties and international engagements registered with the Secretariat during February include the following :

The Protocol concerning the Revision of the Statute of the Permanent Court of International Justice, and Annex, signed at Geneva on September 14th, 1929, registered on its entry into force on February 1st, 1936.

A Convention of Commerce and Navigation between the Netherlands and Uruguay, and Final Protocol (Montevideo, January 29th, 1934) presented by the Netherlands.

A Compensation and Clearing Agreement between Bulgaria and the Netherlands, with Annexes (Sofia, September 23rd, 1935), presented by the Netherlands.

An Exchange of Notes between France and the Netherlands constituting an agreement regarding exemption from customs duties of aircraft fuel and lubricants (Paris, October 17th, 1935), presented by the Netherlands.

A Convention between Estonia, Latvia and Lithuania concerning the reciprocal recognition and enforcement of judgments in civil matters (Klaunas, November 14th, 1935), presented by Latvia.

A Convention between Estonia, Latvia and Lithuania regarding the reciprocal recognition of previous sentences in criminal matters (Kaunas, November 14th, 1935) and Protocol

between Estonia and Latvia regarding its interpretation, presented by Latvia.

A Treaty between Finland and Switzerland regarding the treatment of nationals and of companies, co-operatives and associations of the other country, and additional protocol (Berne, May 5th, 1935), presented by Switzerland.

A Convention between Austria and Great Britain and Northern Ireland supplementary to the Convention of December 3rd, 1873, regarding extradition (Vienna, October 29th, 1934), presented by Great Britain.

A Trade Agreement between the United States of America and Brazil (Washington February 2nd, 1935) and Exchange of Notes modifying the Agreement (Rio de Janeiro, April 17th, 1935), presented by the United States.

A Commercial Agreement between Spain and Turkey, Clearing Agreement annexed thereto and Protocol of Signature (Madrid, December 31st, 1935), presented by Spain.

A Treaty of Extradition between the United States of America and Albania (Tirania, March 1st, 1935), presented by the United States.

A Convention between Spain and Nicaragua regarding literary, artistic and scientific property (Managua, November 20th, 1934), presented by Spain.

A Convention between Belgium and the Netherlands regarding conditions of residence and labour (Geneva, February 20th, 1933), presented by the Netherlands.

V.—THE LEAGUE'S NEW BUILDINGS.

During February, the Secretariat moved into the League's permanent home.

The new buildings are situated on rising ground near Geneva and facing the Alps. Their style is one of classic simplicity.

An International Competition.

In March, 1926, the League's extraordinary Assembly decided to hold an international competition to select plans for the construction, on the banks of the lake, of a palace for the League.

The entries were far more numerous than had been expected. In January, 1927, the plans of 377 architects were exhibited at Geneva. The international jury appointed to examine the plans consisted of nine world-famous architects, representing different nationalities and styles of construction. They were : M. H. P. Berlage, The Hague ; Sir John J. Burnet, London ;

M. Carlos Gato, Madrid ; M. Josef Hoffmann, Vienna ; M. Victor Horta, Brussels ; M. Charles Lemaesquier, Paris ; M. Karl Moser, Zurich ; M. Attilio Muggia, Bologna ; and M. Ivar Tengbom, Stockholm.

The jury found that a number of valuable ideas had been submitted, but that many of the competitors had not taken sufficient account of practical requirements. It was therefore unable to recommend the execution of any one of the plans, and confined itself to distributing nine prizes of 12,000 francs, nine honourable mentions of 3,800 francs and nine others of 1,500 francs. Amongst the recipients of awards were four Frenchmen, two Germans, one Swede, one Hungarian and one Italian.

After this competition, the Assembly, by a resolution of September 26th, 1927, set up a committee of five members to select a plan corresponding to the practical and to the

æsthetic requirements of the building. The members of this Committee were not architects, but politicians: the late Viscount Adatci (Japan) was Chairman; the other members were M. Osusky (Czechoslovakia), M. Politis (Greece), M. Urrutia (Colombia), and Sir Hilton Young (United Kingdom).

On December 22nd, 1927, this Committee unanimously decided that the plan which was practically and æsthetically the most suitable was that of M. Nénot and M. Flegenheimer. But the Committee pointed out a certain number of drawbacks in this plan and desired that a new one should be prepared by M. Nénot, M. Flegenheimer, M. Broggi, M. Lefèvre and M. Vago, with the co-operation of the Secretariat of the League.

On March 6th, 1928, the Council approved the plan thus amended, and authorised the Secretary-General to sign the contract with the architects.

The New Site.

Meanwhile, two events had totally modified the situation. In the first place, a gift from Mr. Rockefeller of two million dollars (accepted by the 1927 Assembly) enabled the buildings to be completed by a much larger library.

Secondly, it was found that the site on the edge of the lake which the League had acquired was not extensive enough for the whole construction with the addition of the new library. Accordingly, on the suggestion of the Geneva authorities, the League concluded with the town, on September 25th, 1928, a new agreement by which the former transferred to the League a part of the Ariana Park with an area of 250,000 square metres, in exchange for the land owned by the League beside the lake at Sécheron between Park Mon Repos and the Villa Barton. These two events necessitated an extension and a modification of the original plans, resulting in the final scheme, which received the approval of the Council and of the Assembly in 1929.

Execution of the Scheme.

The scheme has been carried out under the general direction of the League. The following five architects collaborated in its execution: M. Nénot, Member of the Institute, Premier Grand Prix de Rome, General Inspector of Civil Buildings and National Palaces, architect in Paris (M. Nénot died in December, 1934); M. Broggi, architect in Rome; M. Flegenheimer, Prizeman of the Ecole des Beaux-Arts, Medallist of the Salon des Artistes français, architect in Geneva; M. Lefèvre, Grand Prix de Rome, General Inspector of Civil Buildings and National Palaces, architect in Paris; and M.

Vago, architect in Budapest. The architects worked together and their decisions were taken by a majority vote. They were under the direction of the Secretary-General, who was assisted by various advisory bodies, in particular, the Building Committee.

General Building Work.

Building began on March 1st, 1931, after the signing of a contract between the League and the *Entreprise du Palais des Nations*, called the E.P.N., consisting of a group of important firms of contractors.

The workmen belonged to about ten different nationalities. Their number was between 300 and 500. They worked under the protection of Swiss law. The progress of construction was not interrupted by any strike or stoppage.

Two Important Dates.

On September 7th, 1929, the foundation stone was laid on one of the lawns of the park, in one of the most picturesque sites imaginable.

According to ancient custom, a box was sealed into the stone containing a parchment document in the two official languages of the League referring to the date of the ceremony, the purpose of the building and the fact that the stone was laid during the tenth session of the Assembly. The names of all States Members appear on this document which, for the interest of philologists of the future, was translated into the principal languages in use in countries belonging to the League. The box contained also a copy of the Covenant, and specimen coins from all States represented at the tenth Assembly were added. These had been brought for the purpose by the various delegations.

Sir Eric Drummond, the first Secretary-General of the League, in a speech made on this occasion, said:

"If, in the centuries which may pass before the contents of the casket again see the light of day, all historical records were lost, these documents and coins would at least show that it was in our time that the foundations not only of these buildings but, we believe, of the future peace of the world were laid."

Mention may also be made of the inspiring words of M. Guerrero, President of the tenth Assembly, on the same occasion:

"This Ariana hill, from which we can see the soaring peaks of the Alps and gladden our hearts with the sight of a landscape of unmatched beauty, will in future become a beacon for the whole world—one of the chosen places to which souls thirsting for justice confidently turn."

On November 6th, 1933, four years later, the symbolic crowning of the roof-tree marked the end of the constructional work.

The Buildings as a Whole.

The League Palace is composed of several buildings. There is the Secretariat with the offices, the Council building, the Library and the Assembly Hall with its necessary bureaux and services.

A general idea of the total size may be given by saying that the Château of Versailles and the Palace of the League are comparable in area.

The buildings have their frontage on a central court of horseshoe shape facing the lake. Abutting on this court stand the Council chamber, the Assembly Hall and the Library. The court is 130 metres long and 90 metres wide. It follows the slope of the ground in a series of steps and terraces.

The Assembly Hall.

The large central Assembly Hall is certainly the most imposing part of the whole edifice and best represents the League idea. It is placed between the Council wing and the Library, and consists of the spacious Hall itself and of the various auxiliary services connected with it, such as lobby, Press and public rooms, cloakrooms, restaurant, etc. On each side of the central hall are large rooms reserved for committees. There are nine such committee rooms in the wings of the Assembly building. Some of them will hold from 400 to 600 persons; others are smaller.

It must be remembered that this block of buildings is not to be used exclusively by the League Assembly, but also by other conferences of the League and of the International Labour Organisation.

The central portion of the Assembly Hall has room for 300 delegates of the various States Members, with 200 experts and secretaries of delegations and 100 League officials. There are also galleries with 700 to 800 seats for official guests and for the public, and others with room for 500 journalists. There is altogether accommodation for about 2,000. The Hall is one of the largest of its kind in the world.

Two important problems were visibility and

acoustics. The speaker on the platform near the President's chair must be clearly heard and seen from the centre of the building and from the various galleries. It must also be possible to hear a member speaking from his place.

The ventilation of the Assembly Hall and committee rooms required an installation providing for a constant renewal of the air in winter and in summer, a healthy atmosphere and a regular temperature.

The Council Chamber.

The two buildings for the Council and for the Library are placed symmetrically on either side of the Court of Honour. Their form and external dimensions are similar. They are almost square in shape and have each a frontage of 50 metres.

The Council building contains a large hall in which, besides the Council representatives themselves and their assistants, space is available for 200 journalists and 200 members of the public. Adjoining this large hall, the Council has the necessary rooms for its work and that of the delegations. The lower floors are to be used by the Press, the minute-writing and communiqué services, telephone, telegraph, etc.

The Library.

The Library, facing the Council building, is designed for 2 million volumes. It has the latest system of metallic shelves arranged in ten tiers.

There will be special reading and study rooms for law, politics, economics, social and health questions, etc., and several others for the use of delegates, experts and those engaged in research.

At present, the Library's stock of books increases yearly by 20,000 volumes.

The Secretariat.

The Secretariat building is in the shape of a horseshoe with sides of unequal length. It faces in the opposite direction to the central court. Its total length is 266 metres, its average width 16 metres, and its height 23 metres. It contains more than 400 offices of different sizes, arranged like a large hive.

VI.—NEW LEAGUE PUBLICATIONS.

TRADE, PRODUCTION AND STOCKS IN 1935.

The February number of the *Monthly Bulletin of Statistics of the League of Nations* summarises, in its special part, the annual movement of world trade, world production of iron, steel, zinc, coal and petroleum and world stocks of

primary commodities during the period 1929–1935.

The *gold value of world trade* in 1935 showed, for the first time since 1929, an increase (of about 1·7%) compared with the preceding year; but it still amounted to only 34·7% of its 1929

value. The decline is largely a reflection of the drop in gold prices on world markets; this price fall, however, was much attenuated in 1934 and was followed by a small rise in the latter part of 1935.

The *quantum of world trade*, which by 1932 had fallen to about 74% of its level in 1929, increased again slightly in 1933 and 1934; in 1935 it rose by 2 to 3% and was some 7% higher than in 1932.

While world trade as a whole recovered only slightly in 1935, the trade movements of individual countries disclose important differences and divergent tendencies.

The *gold value of imports* increased in 1935 by 39% in Chile, 24% in the U.S.A., 13% in New Zealand, 12% in Australia, 10% in the Union of South Africa, 9% in Sweden and Brazil, 8.5% in Finland, 8.1% in Norway, 7.6% in Poland, 5.5% in Egypt, and 5.2% in Austria.

In Canada, Japan, India, U.S.S.R., Yugoslavia, Czechoslovakia, Spain, Argentina, and Ceylon the increase of imports amounted to less than 5% but more than 2%.

The gold value of imports decreased very slightly in the United Kingdom and in British Malaya. The decline amounted to 3.5-5.3% in China, Belgium-Luxemburg and Denmark, decreased in Germany by 6.6%, in the Irish Free State by 7.6%, in the Netherlands Indies by 7.9%, in France by 9.3%, in the Netherlands by 9.9%, in Switzerland by 10.5%, in Algeria by 17.8%, and in Rumania by 29.3%.

The *gold value of exports* increased in the Union of South Africa by 21%, Algeria 17%, China 14%, Japan 11%, Australia 9%, Irish Free State 8.2%, Canada 7.2%, Egypt 6.5%, Austria 6.4%, U.S.A. 6.3%, Rumania 6.1%. Increases of 4% or less are also recorded for the United Kingdom, Yugoslavia, the Argentine, India, British Malaya, Germany and Norway.

The gold value of exports declined most sharply in France (13.3%) and in U.S.S.R. (12.2%). The decline in Belgium-Luxemburg was 8.1%, Ceylon 7.4%, Brazil 6.1%, New Zealand 5.6%, Netherlands Indies 5.3%, Poland and Netherlands 5.2%, Spain 4.5%. In Sweden, Finland, Switzerland, Denmark exports decreased by less than 3.7%. They remained entirely stable in Chile and Czechoslovakia.

Measured in terms of national currencies, the value of trade showed approximately similar movements due to the fact that with some exceptions the exchange rates in terms of gold were relatively stable in most countries.

The *world production* of pig-iron, steel, zinc, coal, lignite and petroleum exceeded in 1935 the figures for 1934 in all cases. World produc-

tion of petroleum was even 8.8% larger than in 1929.

World production of pig-iron in 1935 was 17.2% greater than in 1934 and 85.5% greater than in 1932; it still represented, however, only 74.4% of the output in 1929.

World production of steel in 1935 was 20.2% greater than in 1934, 94.1% greater than in 1932, and reached 81.5% of its 1929 level.

In 1935 the production of pig-iron increased most in Japan (44%), in Canada (36%), and in Czechoslovakia (35%); these countries, however, are relatively small producers. The output of the U.S.A., the world's biggest producer, increased by 31%, that of the U.S.S.R. by 20%, Germany by 19%, United Kingdom by 7.5%. Production in France decreased by 5.7%.

World zinc production in 1935 increased by 13.2% and reached 92% of the output in 1929. Production increased most (compared with 1934) in Germany, namely, by 70%; in the U.S.A. it rose by 19%, and in Canada and Mexico taken together (separate figures not available) by about 9%. Production in Poland dropped by 9%.

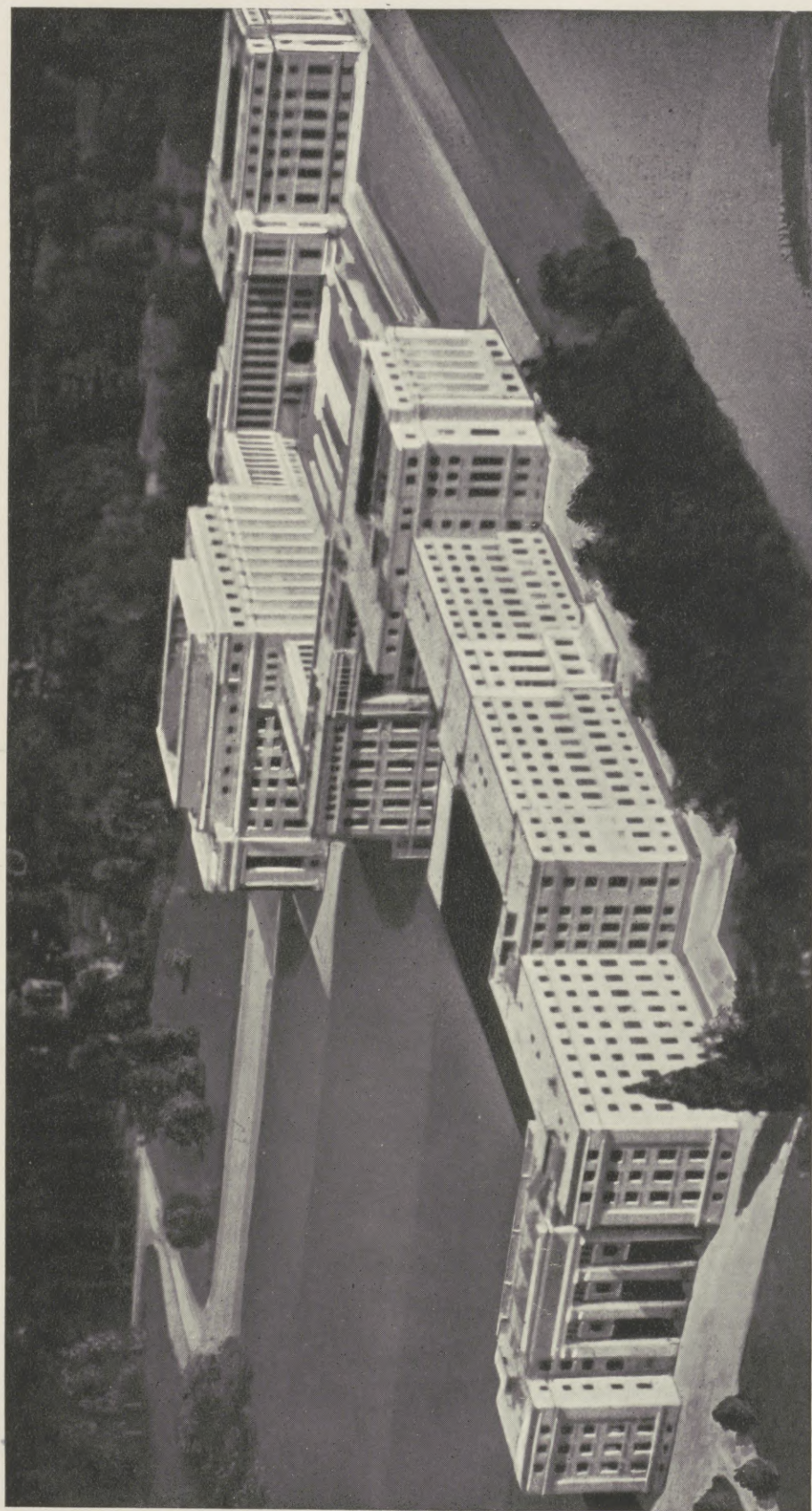
The *output of coal*, which during the depression has shown less violent fluctuations than base metals, increased in the world as a whole by 3.4% and reached therewith 85.3% of the output in 1929. The greatest increase is to be noted for U.S.S.R., 11%, Union of South Africa 9%, Germany 5% and Japan 5%. Output in France dropped by 3% and in Poland by 1.7%.

Petroleum production increased in 1935 by 8.5%. Among the big producers, the greatest increase took place in the U.S.A., 8.8%, and in Venezuela, 6.8%. Production in the U.S.S.R. dropped by 0.6% and in Rumania by 1.1%.

The general index of *world stocks of primary commodities* which, between the end of 1932 and the middle of 1934, fluctuated round an average some 50% above the level of June, 1929, has subsequently shown a persistent decrease. By the end of 1935 the index was only some 25% higher than in the middle of 1929.

At the end of 1935, compared with 1934, stocks of coal were lower by 17%, petroleum by 6.5%, zinc by 30%, copper by 21%, tin by 13%, and lead by 5%. Wheat stocks had dropped by 23%, sugar by 19%, and tea by about 12%; only coffee showed an increase of 21%. Stocks of rubber decreased by 13%, those of silk by 17%; stocks of cotton, which had been considerably reduced up to the middle of 1935, again reached the same level towards the end of the year as at the end of 1934.

THE LEAGUE OF NATIONS BUILDINGS, GENEVA.



[Photo A. Pasche, Geneva.]

"On this hill of the Ariana Park (named after Ariadne), there now stand the Headquarters which the associated peoples of the world have chosen for their discussions and their negotiations. I trust that the very name of the spot, which calls to mind an ancient legend, may be a happy augury, and that, on its way through the international labyrinth, the League of Nations will hold a guiding thread which, even if it may sometimes appear thin, will not break."

(Extract from the speech of the Secretary General, M. J. Avenol, at the ceremony of the "crowning of the roof-tree" of the new League of Nations building.)

VII.—FORTHCOMING LEAGUE MEETINGS.

March 17th.—Special Committee for the Reform of the Transit Organisation, Geneva.

March 24th.—Permanent Central Opium Board, Geneva.

April 15th.—Advisory Committee of Experts on Slavery, Geneva.

April 20th.—Traffic in Women and Children Committee, Geneva.

April 27th.—Committee of Experts on International Loan Contracts, Geneva.

April 27th.—Committee on the Composition of the Council, Geneva.

April 27th.—Child Welfare Committee, Geneva.

April 29th.—Financial Committee, Geneva.

April 29th.—Health Committee, Geneva.

May 4th.—Committee on the Allocation of Expenses, Geneva.

May 4th.—Drafting Committee of the Mixed Committee on Nutrition, Geneva.

May 11th.—Sub-Committee on Seizures: Sub-Committee of the Opium Advisory Committee, Geneva.

May 18th.—Advisory Committee on Traffic in Opium and other Dangerous Drugs. (Twenty-first Session), Geneva.

May 27th.—Permanent Mandates Commission, Geneva.

June 2nd.—Drafting Committee of the Mixed Committee on Nutrition, Geneva.

June 4th.—Mixed Committee on Nutrition (Second Session), Geneva.

June 8th.—Permanent Committee on Arts and Letters, Budapest.

June 18th.—Fiscal Committee, Geneva.

June 29th.—Expert Committee on Economic Cycles, Geneva.

PERMANENT COURT OF INTERNATIONAL JUSTICE*

I. WORK OF THE COURT.

On February 1st the Court held a private sitting, inaugurating the judicial year 1936. All judges were present with the exception of M. de Bustamante (Cuba) and M. Altamira (Spain), who were unable to attend for reasons of health.

2. STATUTE OF THE COURT.

On February 1st the Secretary-General of the League of Nations sent the following letter to the Registrar of the Court:

"In accordance with the resolution adopted by the Assembly of the League of Nations on September 27th, 1935, regarding the entry into force of the Protocol of September 14th, 1929, concerning the revision of the Statute of the Permanent Court of International Justice, and in accordance with the report adopted by the Council of the League of Nations on this subject on January 23rd, 1936, I have the honour, by order and in the name of the Council, to notify you that this Protocol came into force on February 1st, 1936."

The Court placed this communication on record.

3. RULES OF COURT.

In consequence of the coming into force of the Protocol of September 14th, 1929, concerning

* This Chapter has been compiled on the basis of information furnished by the Registry of the Court.

the revision of the Statute, the Court has undertaken a further examination of its Rules with a view to adapting them to the provision of the revised Statute. This work is not yet complete and will be continued in March.

4. THE LOSINGER & COMPANY CASE
(SWITZERLAND-YUGOSLAVIA).†

At the request of the Yugoslav Government, the Court, on February 10th, 1936, made an Order extending until March 2nd, 1936, the time-limit originally fixed for the filing of the Counter-Memorial by the Yugoslav Government, and, at the same time, fixing March 18th and April 3rd, 1936, as the respective dates of expiration of the time-limit for the filing of the Reply by the Swiss Government and of the Rejoinder by the Yugoslav Government.

5. THE PAJZS, CSÁKY AND ESTERHÁZY CASE
(HUNGARY-YUGOSLAVIA).‡

In accordance with Article 31 of the Statute of the Court, the Yugoslav Government has appointed Dr. Milovan Zoritchitch, President of the Administrative Court of Zagreb, former

† See Monthly Summary, Vol. XVI., No. 1, page 29.

‡ See Monthly Summary, Vol. XVI., No. 1, page 29.

member of the Government of the Saar and member of the Permanent Court of Arbitration, to sit as Yugoslav national judge in this case.

At the request of the same Government, the Court, on February 22nd, 1936, made an Order extending, until March 5th, April 3rd and May 8th, 1936, the respective time-limits originally fixed for the filing of the Counter-Memorial by the Yugoslav Government, of the Reply by the Hungarian Government and of the Rejoinder by the Yugoslav Government.

6. COMPOSITION OF THE CHAMBERS OF THE COURT.

In consequence of the coming into force of the amendments to the Statute of the Court, under which the number of members of the Chamber for Summary Procedure is increased from three to five, the Court, on February 6th, 1936, elected those of its members who will form this Chamber as from that date until the end of the year 1936. The following were elected :

Members of the Chamber for Summary Procedure :

Sir Cecil Hurst (United Kingdom of Great Britain and Northern Ireland), President ;

M. Guerrero (Salvador) ;
Count Rostworowski (Poland) ;
M. Fromageot (France) ;
M. Anzilotti (Italy).

Substitute members of the Chamber :

Baron Rolin Jaequemyns (Belgium) ;
M. Negulesco (Rumania).

The Court also filled the vacancies in the Chamber for Labour cases and among the substitute members of the Chamber for Transit and Communications cases, resulting from the resignation of Mr. Wang Chung-Hui (China). The following were elected :

As member of the first-mentioned of these Chambers :

M. Negulesco (Rumania).

M. Negulesco being already a substitute member of this Chamber, Jonkheer van Eysinga (Netherlands) was elected to succeed him in that capacity.

As member of the second Chamber mentioned :

M. Nagaoka (Japan).

ANNEX I.

ORGANISATIONS AND COMMISSIONS OF THE LEAGUE OF NATIONS.¹

A.—THE ASSEMBLY.

(Constituted under the Covenant of the League of Nations (Articles 2 and 3) ; consists of not more than three representatives of each State Member.)

B.—THE COUNCIL.

(Constituted under the Covenant of the League of Nations (Articles 2 and 4) ; consists of the representatives of the United Kingdom, France, Italy, and the Union of Soviet Socialist Republics, who are permanent Members, and those of ten other States elected by the Assembly.²)

Membership in 1934-35.

Argentina	Italy
Australia	Poland
United Kingdom	Portugal
Chile	Roumania
Denmark	Spain
Ecuador	Turkey
France	Union of Soviet Socialist Republics

C.—THE SECRETARIAT.

(Constituted under the Covenant of the League of Nations (Articles 2 and 6) ; consists of "a Secretary-General and such secretaries and staff as may be required".)

LIST OF MEMBERS OF COMMITTEES.

I.—PERMANENT COMMISSIONS SET UP UNDER THE COVENANT.

I. PERMANENT MANDATES COMMISSION.

Marquis A. THEODOLI (<i>Chairman</i>) (Italian).	Count DE PENHA GARCIA (Portuguese).
Baron van ASBECK (Netherlands).	M. William RAPPARD (Extraordinary member) (Swiss).
Mlle. V. DANNEVIG (Norwegian).	M. N. SAKENOBE (Japanese).
Lord LUGARD (British).	Mr. C. W. H. WEAVER, Expert to the Commission appointed by the International Labour Organisation.
M. F. P. J. MANCERON (French).	
M. Pierre ORTS (Belgian).	
M. L. PALACIOS (Spanish).	

2. PERMANENT ADVISORY COMMISSION FOR MILITARY, NAVAL AND AIR QUESTIONS.

(Constituted under Article 9 of the Covenant. Consists of the military, naval and air representatives of the Members of the Council.)

II.—COMMISSIONS OR BODIES NOMINATED ENTIRELY OR IN PART BY THE ASSEMBLY.

I. SUPERVISORY COMMISSION.

Set up in accordance with Article 1 of the Regulations for the Financial Administration of the League, adopted by the Third Assembly. The members are appointed in an individual capacity.

M. Stefan OSUSKÝ (<i>Chairman</i>) (Czechoslovak).	M. C. PARRA-PEREZ (Venezuelan).
M. C. J. HAMBRO (Norwegian).	M. J. RÉVEILLAUD (French).
Lord MESTON of AGRA (India).	

Substitute members :

M. J. MODZELEWSKI (Polish).	M. G. de OTTLIK (Hungarian).
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2. PRESIDENT OF GOVERNING BODY OF THE NANSSEN INTERNATIONAL OFFICE FOR REFUGEES.

M. Michael HANSSON (Norwegian).

3. COMMITTEE FOR SETTLEMENT OF CONTRIBUTIONS IN ARREAR.

Members :

M. C. J. HAMBRO (<i>Chairman</i>) (Norwegian).	Sir F. PHILLIPS (British).
Count CARTON DE WIART (Belgian).	M. César ZUMETA (Venezuelan).
M. Stefan OSUSKÝ (Czechoslovak).	

¹ For the Commissions and Committees of the International Labour Organisation, see the publications of the International Labour Office.

² See *Monthly Summary*, Vol. VI, No. 9, page 232, rules for the election of the ten non-permanent Members of the Council, and Vol. XIII, No. 10, page 213.

4. COMMITTEE ON THE ALLOCATION OF EXPENSES.

(Constituted under a resolution of the First Assembly.)

M. J. RÉVEILLAUD (*Chairman*) (French).
 Sir Frederick PHILLIPS (British).
 Dr. C. A. PARDO (Argentinian).
 M. CAVAZZONI (Italian).
 M. Ovsey KAGAN (U.S.S.R.).

M. HAMBRO (Norwegian).
 M. Cemal Hüsnü TARAY (Turkish).
 M. GOMEZ (Mexican).
 M. RAJAWANGSAN (Siamese).

5. COMMISSION OF ENQUIRY FOR EUROPEAN UNION.

The representatives of the following countries :

Albania.
 Austria.
 Belgium.
 United Kingdom.
 Bulgaria.
 Czechoslovakia.
 Denmark.
 Estonia.
 Finland.
 France.
 Greece.

Hungary.
 Irish Free State.
 Italy.
 Latvia.
 Lithuania.
 Luxembourg.
 Netherlands.
 Norway.
 Poland.
 Portugal.
 Roumania.

Spain.
 Sweden.
 Switzerland.
 Turkey.
 Union of Soviet Socialist Republics.
 Yugoslavia.

Free City of Danzig.
 Iceland.

6. ADVISORY COMMITTEE SET UP BY THE SPECIAL ASSEMBLY CONVENED IN VIRTUE OF ARTICLE 15 OF THE COVENANT AT THE REQUEST OF THE CHINESE GOVERNMENT.

The representatives of the following countries :

Argentine.
 Australia.
 Belgium.
 United Kingdom.
 Canada.
 Chile.
 Colombia.
 Czechoslovakia.

Denmark.
 Ecuador.
 France.
 Hungary.
 Italy.
 Netherlands.
 Poland.
 Portugal.

Roumania.
 Spain.
 Sweden.
 Switzerland.
 Turkey.
 Union of Soviet Socialist Republics.
 United States of America.

7. ADVISORY COMMITTEE SET UP BY THE ASSEMBLY TO FOLLOW THE DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

The representatives of the following countries :

Argentine.
 Australia.
 United Kingdom.
 Chile.
 China.
 Colombia.
 Cuba.
 Czechoslovakia.

Denmark.
 Ecuador.
 France.
 Irish Free State.
 Italy.
 Mexico.
 Peru.
 Poland.

Portugal.
 Spain.
 Sweden.
 Turkey.
 Union of Soviet Socialist Republics.
 Uruguay.
 Venezuela.

III.—COUNCIL COMMITTEES.

1. COUNCIL COMMITTEE FOR TECHNICAL COLLABORATION BETWEEN THE LEAGUE OF NATIONS AND CHINA.

The representatives of the following countries :

Chairman : (The President of China.
 the Council).
 United Kingdom.

Italy.
 Roumania.
 Spain.

Observer :

A representative of the United States of America.

2. COMMITTEE FOR THE SETTLEMENT OF THE ASSYRIANS OF IRAQ.

The representatives of the following countries :

Spain (*Chairman*).
 United Kingdom.

Denmark.
 Ecuador.

France.
 Italy.

3. COUNCIL COMMITTEE APPOINTED TO DRAW UP THE REPORT ON THE DISPUTE BETWEEN ETHIOPIA AND ITALY, UNDER THE TERMS OF ARTICLE 15, PARAGRAPH 4, OF THE COVENANT.¹

The representatives of the following countries :

Spain (*Chairman*).
 Argentine.
 Australia.
 United Kingdom.
 Chile.

Denmark.
 Ecuador.
 France.
 Poland.
 Portugal.

Roumania.
 Turkey.
 Union of Soviet Socialist Republics.

¹ On December 19th, 1935, the Council instructed the Committee of Thirteen, "bearing in mind the provisions of the Covenant, to examine the situation as a whole, as it may appear in the light of the information which the Committee may procure".

IV.—COMMISSIONS CONSISTING ENTIRELY OR IN PART OF MEMBERS APPOINTED IN THEIR INDIVIDUAL CAPACITY BY THE COUNCIL.

SECTION I.—COMMISSIONS OF AN ADVISORY CHARACTER AND ORGANISATIONS ATTACHED THERETO.

I. HEALTH COMMITTEE.

(Constituted in 1920 and organised in 1922 by the Assembly.)

Members appointed individually by the Committee of the Office international d'hygiène publique :

Sir George BUCHANAN, C.B., M.D., President of the Office international d'hygiène publique (<i>Vice-Chairman ex officio of the Committee</i>) (British).	Professor Ricardo JORGE (Portuguese).
Dr. H. CARRIÈRE (Swiss).	Dr. LASNET (French).
Surgeon-General H. S. CUMMING (American).	Dr. A. LUTRARIO (Italian).
Dr. N. M. J. JITTA (Netherlands).	Dr. M. T. MORGAN (British).
	Dr. M. TSURUMI (Japanese).
	Prof. B. SBARSKY (U.S.S.R.).

Members appointed by the Council after consulting the Health Committee :

Dr. Th. MADSEN (<i>Chairman of the Committee</i>) (Danish).	Dr. F. C. YEN ¹ (Chinese).
Professor G. BASTIANELLI (Italian).	Professor J. PARISOT (French).
Professor W. BRONNER (U.S.S.R.).	Professor G. PITTALUGA (Spanish).
Dame Janet CAMPBELL (British).	Professor J. D. FITZGERALD (Canadian).
Dr. J. HENG LIU (Chinese) or	Professor Husamettin KURAL (Turkish).
	Lt.-Col. A. J. H. RUSSELL (India).

As experts in virtue of Article 9 of the Rules of Procedure :

Dr. W. CHODZKO (Polish).	Dr. René SAND (Belgian).
Dr. Denis J. COFFEY (Irish).	Professor A. SORDELLI (Argentinian).
Dr. Bela JOHAN (Hungarian).	

Governing Body of the International Centre for Research on Leprosy.

The Governing Body consists :

- (a) Of the members of the Health Committee, acting in their personal capacity.
- (b) Of the Chairman of the Committee of Management :

M. G. GUINLE (Brazilian).

COMMISSIONS IN RELATION WITH THE HEALTH COMMITTEE.

(a) *Malaria Commission.*

Dr. A. LUTRARIO (*Chairman*).
 Professor G. BASTIANELLI (*Vice-Chairman*).
 Dr. L. W. HACKETT (*Vice-Chairman*), Rockefeller Foundation, Malaria Section, Public Health Institute, Rome.
 Dr. HUSAMETTIN-KURAL (*Vice-Chairman*).
 Colonel S. P. JAMES (*Vice-Chairman*), Ministry of Health, London.
 Professor R. JORGE (*Vice-Chairman*).
 General LASNET (*Vice-Chairman*).
 Professor G. PITTALUGA (*Vice-Chairman*).
 Lt.-Col. A. J. H. RUSSELL (*Vice-Chairman*).
 Professor Ed. SERGENT (*Vice-Chairman*), Director of the Pasteur Institute of Algeria, Algiers.
 Professor M. CIUCA (*Secretary of the Commission*), Cantacuzène Institute, Bucarest.

Experts :

M. BONAMICO, Chief of the Bureau of Civil Engineers, Rome.
 Dr. F. BOYD, International Health Board of the Rockefeller Foundation.
 Professor E. BRUMPT, Faculty of Medicine, Paris.
 Dr. Sadi DE BUEN, National Health Institute, Madrid.
 Colonel S. R. CHRISTOPHERS, London School of Hygiene and Tropical Medicine.
 Lieut.-Colonel G. COVELL, Assistant Director, Malaria Survey, Kasauli, India.
 Dr. J. W. FIELD, Institute for Medical Research, Kuala Lumpur (Federated Malay States).
 Dr. R. GREEN, Institute for Medical Research, Kuala Lumpur (Federated Malay States).
 Dr. I. J. KLIGLER, Health Department, Hebrew University, Jerusalem.
 Professor E. MARCHOUX, Pasteur Institute, Paris.
 Professor A. MISSIROLI, Director of the Malaria Section, Public Health Institute, Rome.
 Professor D. OTTOLENGHI, Royal University of Bologna.
 Professor W. SCHUFFNER, Director of the Tropical Hygiene Section of the Royal Colonial Institute, Amsterdam.
 Lieut.-Colonel J. A. SINTON, Director, Malaria Survey of India, Kasauli.
 Professor N. H. SWELLENGREBEL, Institute of Tropical Hygiene, Amsterdam.
 Sir Malcolm WATSON, London School of Hygiene and Tropical Medicine.
 Dr. C. M. WENYON, Director-in-Chief, Wellcome Bureau of Scientific Research, London.

¹ "In the case of such a distant country as China, it is not possible for one member to attend each session of the Health Committee; hence an alternate has been proposed." (Note approved by the Council on January 17th, 1934 (seventy-eighth session).)

Correspondents :

Dr. L. ANIGSTEIN, State Health Institute, Warsaw.
 Dr. M. BALFOUR, Health Centre, Athens.
 Dr. M. A. BARBER, Rockefeller Foundation.
 Dr. A. BARBIERI, Chief of the Central Section of Malaria and Ankylostomiasis, Buenos Aires.
 Dr. C. A. BENTLEY, Director of Public Health, Calcutta.
 Mr. H. F. CARTER, Government Malariologist, Colombo.
 Dr. R. K. COLLINS, Rockefeller Foundation, Ministry of Health, Sofia.
 Dr. FERREL, Rockefeller Foundation, New York.
 Dr. M. GIAQUINTO MIRA, Director of the Anti-Malaria Service of Guatemala.
 Professor Makato KOIDZUMI, Faculty of Medicine of the University of Keio, Japan.
 Dr. A. LABRANCA, General Directorate of Public Health, Ministry of the Interior, Rome.
 Dr. G. LIVADAS, Malaria Division, School of Hygiene, Athens.
 Dr. E. MARKOFF, Inspector of Malaria attached to the Bulgarian Health Service, Sofia.
 Dr. B. DE MEILLON, South African Institute for Medical Research, Johannesburg.
 Professor W. MOLOFF, Faculty of Medicine, Sofia.
 Dr. H. MORIN, Pasteur Institute, Saigon.
 Dr. PELTIER, Chief Medical Officer of the Health Service of the Somali Coast.
 Dr. M. RANKOV, Director of the Institute of Tropical Medicine, Skopje, Yugoslavia.
 Dr. J. SCHWETZ, Brussels.
 Professor SERGUIEFF, Director of the Institute for Tropical Medicine, Moscow.
 Sir Thomas STANTON, Colonial Office, London.
 Dr. L. L. WILLIAMS, Chief of Anti-Malaria Section, U.S. Public Health Service.
 Dr. Senior WHITE, Chief Malariologist, Bengal Nagpur Railway, India.
 Dr. Y. T. YAO, Chief of the Department of Parasitology and Malariology, Wei Sheng Shu, Nanking.
 Dr. Warrington YORKE, School of Tropical Medicine, Liverpool.
 Professor G. ZOTTA, Serological Institute, Bucharest.

(b) Opium Commission of the Health Organisation.

Dr. H. CARRIÈRE (<i>Chairman</i>).	Professor HUSAMETTIN-KURAL.
Dr. CHODZKO.	Professor Ricardo JORGE.
Surgeon-General CUMMING.	Dr. T. MORGAN.
Dr. J. HENG LIU.	Dr. N. TSURUMI.

(c) Biological Standardisation Commission.

Professor Th. MADSEN (*Chairman*).
 Professor U. G. BIJLSMA, Pharmacological Laboratory, University of Utrecht (Netherlands).
 Sir Henry H. DALE, Director of the National Institute for Medical Research, London (British).
 Professor J. G. FITZGERALD, Director of the School of Hygiene and Connaught Laboratories, Toronto (Canadian).
 Professor L. HIRSZFELD, Director of the State Health Institute, Warsaw (Polish).
 Professor C. IONESCO-MIHAESTI, Director of the Cantacuzène Serum Institute, Bucarest (Roumanian).
 Dr. Robert LIM, Professor of Physiology at Peiping Union Medical College (Chinese).
 Dr. G. W. MCCOY, Director of the National Health Institute, Washington (American).
 Professor Romano MAGGIORA, Director of the Micrographical and Bacteriological Laboratory of Public Health, Ministry of the Interior, Rome (Italian).
 Professor Louis MARTIN, Director of the Pasteur Institute (French).
 Professor E. PICK, of the Laboratory of Experimental Pharmacology, Austrian Public Health Service, Vienna (Austrian).
 Professor SORDELLI, Director of the Buenos Aires Health Institute (Argentinian).
 Professor M. TIFFENEAU, Professor at the Faculty of Medicine, Paris (French).
 Professor C. VOEGTLIN, Professor of Pharmacology at the Health Laboratory, Washington (American).

2. FINANCIAL COMMITTEE.

M. DAYRAS (<i>Chairman</i>) (French).	M. Shozo SHIMASUYE (Japanese).
Dr. C. V. BRAMSNAES (Danish).	Sir Henry STRAKOSCH (South African).
Mr. Norman H. DAVIS (American).	M. Alexandre SVANIDZE (U.S.S.R.).
M. JANSSEN (Belgian).	M. C. TUMEDEI (Italian).
M. C. E. TER MEULEN (Netherlands).	M. Carlos A. TORNQUIST (Argentinian).
Dr. Feliks MLYNARSKI (Polish).	M. H. BLAU (delegate of the Fiscal Committee)
Sir Otto NIEMEYER (British).	(Swiss).
Dr. V. POSPIŠIL (Czechoslovak).	

3. ORGANS APPOINTED BY THE COUNCIL IN CONNECTION WITH LOANS ISSUED UNDER THE AUSPICES OF THE LEAGUE OF NATIONS.*(a) Financial Reconstruction of Austria.*

Representative of the League of Nations in Vienna :

Dr. M. B. ROST VAN TONNINGEN (Netherlands).

Adviser to the National Bank of Austria :

M. Maurice FRÈRE (Belgian).

Trustees for the Loan issued in accordance with the Protocol of October 4th, 1922 :

M. Albert JANSSEN (Belgian).

Mr. Nelson D. JAY (American).

M. Marcus WALLENBERG (Swedish).

Trustees for the Loan issued in accordance with the Protocol of July 15th, 1932, and for the Conversion Loan, 1934-59 :

M. Jacques BIZOT (French). M. Amadeo GAMBINO (Italian).
Viscount GOSCHEN (British).

(b) *Financial Reconstruction of Hungary.*

Representative of the Financial Committee at Budapest :

Mr. Royall TYLER (American).

Trustees of the Loan issued in accordance with the Protocol of March 14th, 1924 :

Cav. di Gr. Cr. Giuseppe BIANCHINI (Italian). M. C. E. TER MEULEN (Netherlands).
Sir Henry STRAKOSCH (South African).

(c) *Bulgaria.*

Commissioner of the League of Nations at Sofia :

M. Pierre CHEYSSON (French).

Adviser to the National Bank of Bulgaria :

Professor N. KÖSTNER (Estonian).

Trustees for the Loan for the Establishment of Refugees issued in accordance with the Protocol of September 8th, 1926 :

Cav. di Gr. Cr. Giuseppe BIANCHINI (Italian). Mr. Lewis P. SHELDON (American).
Sir Herbert LAWRENCE (British). M. Marcus WALLENBERG (Swedish).

Trustees for the Stabilisation Loan issued in accordance with the Protocol of March 8th, 1928 :

Count de CHALENDAR (French). Sir Otto NIEMEYER (British).
Mr. Lewis P. SHELDON (American).

(d) *Danzig.*

M. C. E. TER MEULEN (Netherlands), *Trustee for :*

(i) *Municipal Loan, 1925.*

(ii) *Free City Loan, 1927.*

(e) *Estonia.*

Trustee for the Loan issued in accordance with the Protocol of December 10th, 1926 :

M. Albert JANSSEN (Belgian).

4. COMMITTEE OF STATISTICAL EXPERTS.

Sir Alfred FLUX (<i>Chairman</i>) (British).	M. G. JAHN (Norwegian).
Dr. C. BRUSCHWEILER (Swiss).	Dr. H. W. METHORST (Netherlands).
Mr. R. H. COATS (Canadian).	M. E. SZTUM de SZTREM (Polish).
Mr. Dana DURAND (American).	
Professor C. GINI (Italian).	M. V. DORE (Italian).
M. M. HUBER (French).	Mr. J. W. NIXON (British).

Associated members (appointed by the Fiscal Committee) :

M. GAYON (French).	Dr. O. MORGENSTERN (Austrian).
Dr. E. GLESINGER (Austrian).	Colonel PULINX (Belgian).
M. LAMBERT-RIBOT (French).	Mr. T. A. SUNDIN (Swedish).
M. A. RAVA (Italian).	Mr. Karl WISTRAND (Swedish).

Corresponding members (appointed by the Fiscal Committee) :

M. C. COLOMB (French).	Sir Richard REDMAYNE (British).
M. A. COLOMBO (Italian).	Dr. C. SNYDER (American).
M. M. SAIBANTE (Italian).	Mr. R. E. MARSH (American).

5. FISCAL COMMITTEE.

Dr. Gino BOLAFFI (<i>Chairman</i>) (Italian).	M. R. PUTMAN (Belgian).
M. Hans BLAU (Swiss).	M. José NAVARRO REVERTER y GOMIS (Spanish).
M. Marcel BORDUGE (French).	Dr. J. H. R. SINNINGHE DAMSTE (Netherlands).
Dr. Mitchell B. CARROLL (American).	Mr. C. H. WAKELEY (British).
M. Georges MANTZAVINOS (Greek).	

Corresponding members :

Mr. A. F. CORBETT (South African).	M. VON DER HUDE (Danish).
M. Rrok GERA (Albanian).	M. LADEMANN (Danzig).
Dr. Rudolf EGGER (Austrian).	Ahmed ABDEL-WAHAB Pacha (Egyptian).
Mr. H. J. SHEEHAN (Australian).	M. Luis Enrique ESCUDERO (Ecuadorian).
M. Stoyan ANDREEF (Bulgarian).	M. Juhan VAABEL (Estonian).
M. Pablo LYRA TAVARES (Brazilian).	M. Juho AIRAKSINEN (Finnish).
Mr. C. Fraser ELLIOTT (Canadian).	Dr. Alexandre KNEPPO (Hungarian).
Dr. Joaquin MARTINEZ SAENZ (Cuban).	Mr. J. B. VACHHA (India).
M. Julio PISTELLI (Chilian).	M. Abol-Ghassen FOROUHAR (Iranian).

Corresponding Members (contd.):

Mr. W. D. CAREY (Irish).
 M. Helgi BRIEM (Icelander).
 M. Sotaro ISHIWATA (Japanese).
 M. Fr. KEMPERS (Latvian).
 Dr. SAX (Luxemburger).
 M. Manuel GOMEZ MORIN (Mexican).
 Mr. W. KENT (Norwegian).
 Mr. Charles Edwin James DOWLAND (New Zealander).
 M. Eduardo DE ALBA (Panamanian).
 M. Carlos P. Jimenez CORREA (Peruvian).

M. Wacław KOSZKO (Polish).
 Dr. Armindo MONTEIRO (Portuguese).
 Dr. Georges CARANFIL (Roumanian).
 Mom Chao VIWATJAYA JAYAYANT (Siamese).
 Dr. DE KUYLENSTIERN (Swedish).
 Dr. Bohumil VLASAK (Czechoslovak).
 CEZMI Bay (Turkish).
 M. Octavio MORATO (Uruguayan).
 M. Henrique PEREZ DUPUY (Venezuelan).
 Dr. Dušan LETITZA (Yugoslav).

6. ECONOMIC COMMITTEE.

M. P. ELBEL (*Chairman*) (French).
 M. Carlos BREBBIA (Argentinian).
 M. A. DI NOLA (Italian).
 M. F. DOLEZAL (Polish).
 M. H. M. HIRSCHFELD (Netherlands).
 M. N. ITO (Japanese).
 Sir W. LEITH ROSS (British).

M. Alfred DE NICKL (Hungarian).
 M. F. PEROUTKA (Czechoslovak).
 M. Boris ROSENBLUM (U.S.S.R.).
 Mr. James Harvey ROGERS (American).
 Dr. Richard SCHULLER (Austrian).
 Mr. H. T. ANDREWS (South African).
 Dr. W. STUCKI (Swiss).

Corresponding members:

Mr. R. M. CAMPBELL (New Zealander).
 M. J. A. BARBOZA-CARNEIRO (Brazilian).
 M. A. FLORES DE LEMUS (Spanish).
 M. G. JAHN (Norwegian).
 M. JÄRVINEN (Finnish).
 M. F. VAN LANGENHOVE (Belgian).
 Mr. John LEYDON (Irish).
 Mr. H. A. F. LINDSAY (India).

M. V. LUNDVIK (Swedish).
 M. Rafael MARTINEZ MENDOZA (Venezuelan).
 M. Rudolph MICKWITZ (Estonian).
 M. W. MUNTER (Latvian).
 Professor E. NECULCEA (Roumanian).
 M. SUBERCASEAUX (Chilian).
 Dr. Milan TODOROVIC (Yugoslav).
 M. S. U. ZAU (Chinese).

7. MIXED COMMITTEE ON THE PROBLEM OF NUTRITION.*Health:*

Professor E. MELLANBY (British).
 Deputy: Sir John Boyd ORR (British).

Professor E. V. MCCOLLUM (American).
 Deputy: Dr. Mary SWARTZ ROSE (American).

International Labour Organisation:

Dr. C. V. BRAMSNAES (Danish).

Miss WILLIAMS (American).

Agricultural experts:

Baron G. ACERBO (Italian).
 M. Jules GAUTIER (French).
 Mr. F. L. McDougall (Australian).

Professor Thure BJOERKMAN (Swedish).
 Dr. C. A. PARDO (Argentine).
 M. Casimir FUDAKOWSKI (Polish).

Economic, financial and administrative experts:

Lord ASTOR (*Chairman*) (British).
 M. DUPRIEZ (Belgian).
 M. A. ZORILLA (Spain).
 Dr. QUEUILLE (French).

M. FEIERABEND (Czechoslovak).
 M. MARKOVITCH (Yugoslav).
 M. E. G. NOURSE or another expert (American).
 M. G. ACERBO (Italian).

8. COMMITTEE OF LEGAL AND FINANCIAL EXPERTS FOR THE STUDY OF FUTURE INTERNATIONAL LOAN CONTRACTS.

M. L. BARANSKI (Poland), Director-General of the Bank of Poland.
 M. J. BASDEVANT (France), Jurisconsulte du Ministère des Affaires étrangères, Paris.
 Mr. Reuben CLARK (United States of America), Chairman of the Council of Foreign Bondholders.
 Mr. A. FACHIRI (United Kingdom), Barrister-at-Law.
 M. GOLAY (Switzerland), Directeur général de la Société de Banque Suisse à Bâle.
 M. A. JANSSEN (Belgium), Member of the Financial Committee.
 M. C. E. TER MEULEN (Netherlands), Member of the Financial Committee.
 M. O. MOREAU-NÉRET (France), Directeur du Crédit Lyonnais.
 Sir Otto NIEMEYER (United Kingdom), Member of the Financial Committee.
 Dr. V. POSPIŠIL (Czechoslovakia), Member of the Financial Committee.
 M. C. TUMEDEI (Italy), Member of the Financial Committee.

9. INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION.

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

Professor Gilbert MURRAY (*Chairman*) (British).
 M. M. ANESAKI (Japanese).
 M. C. BIATOBRZESKI (Polish).
 M. B. SANIN CANO (Colombian).
 M. José CASTILLEJO (Spanish).
 M. Julio DANTAS (Portuguese).
 M. Gösta S. FORSELL (Swedish).
 M. Edouard HERRIOT (French).
 M. J. HUIZINGA (Netherlands).

M. V. OBOLENSKY-OSSINSKY (U.S.S.R.).
 Sir Sarvapalli RADHAKRISHNAN (India).
 M. G. DE REYNOLD (Swiss).
 Mr. J. T. SHOTWELL (American).
 M. Heinrich VON SRBIK (Austrian).
 M. Joseph SUSTA (Czechoslovak).
 M. N. TITULESCO (Roumanian).
 Mme. Cécile DE TORMAY (Hungarian).
 M. WU-SHI-FEE (Chinese).

Representing the International Labour Office :

M. F. MAURETTE, Assistant Director.

Representing the International Institute of Intellectual Co-operation :

M. H. BONNET, Director.

INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION, PARIS.

(a) *Governing Body.*

By agreement between the French Government and the Council of the League, the members of the Committee on Intellectual Co-operation also sit as the Governing Body of the International Institute.

(b) *Directors' Committee.*

Appointed by the Governing Body of the Institute with the approval of the Council of the League. Same Members as the Executive Committee, under the chairmanship of the Chairman of the Governing Body; the two members of the Executive Committee who are not members of the Committee on Intellectual Co-operation sit in an advisory capacity on the Directors' Committee.

COMMITTEES ELECTED BY THE INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION.

(a) *Executive Committee of the Committee on Intellectual Co-operation.*

(The Executive Committee is delegated by the Committee on Intellectual Co-operation to carry on the work of intellectual co-operation between the Committee's sessions. It consists of the Chairmen of the Committee on Intellectual Co-operation and of the Governing Body of the International Institute of Intellectual Co-operation, of five members of the Committee on Intellectual Co-operation and two other persons elected by the Committee on Intellectual Co-operation from outside its own membership.)

Professor Gilbert MURRAY (Chairman of the Committee on Intellectual Co-operation).

M. Edouard HERRIOT (Chairman of the Governing Body of the Institute of Intellectual Co-operation).

M. CASTILLEJO.

M. DE REYNOLD.

(One seat vacant.)

Sir Frank HEATH, Hon. Director of the Universities Bureau of the British Empire; Fellow of University College, London.

M. Julien CAIN, Administrator-General of the Bibliothèque Nationale, Paris.

Members of the Committee on Intellectual Co-operation.

(b) *Permanent Committee on Arts and Letters.*

(Constituted under a resolution of the eleventh Assembly.)

M. Paul VALÉRY (*Chairman*), Member of the Académie française.

Professor Gilbert MURRAY.

M. DE REYNOLD.

Representatives of the Committee on Intellectual Co-operation.

Professor Bela BARTOK, Professor at the *Conservatoire* at Budapest; Composer and Orchestra Conductor (Hungarian).

M. Karel CAPEK, Author and Dramatist (Czechoslovak).

M. COSTA DU REIS, Writer (Bolivian).

M. Henri FOCILLON, Professor of the History of Art at the Sorbonne (French).

M. Salvador DE MADARIAGA, former Professor of Spanish Literature at Oxford University; Minister of State (Spanish).

M. Thomas MANN, Author (German).

M. Ugo OJETTI, Author and Journalist (Italian).

Professor Ragnar ÖSTBERG, Architect (Swedish).

M. R. PARIBENI, Directeur des Beaux-Arts in Italy; Member of the Italian Royal Academy (Italian).

M. Josef STRZYGOWSKI, Professor of the History of Art at Vienna University (Austrian).

Mlle. H. VACARESCO, Authoress; Member of the Roumanian Academy (Roumanian).

(c) *Advisory Committee for League of Nations Teaching.*

(Under a resolution adopted by the Council on September 22nd, 1933, and approved by the fourteenth Assembly, the former "Sub-Committee of Experts for the Instruction of Youth" is replaced by the "Advisory Committee for League of Nations Teaching," appointed by the International Committee on Intellectual Co-operation. The Executive Committee of the Intellectual Co-operation Organisation may also appoint not more than five assessors for each session, according to the nature of the questions submitted to the Advisory Committee.)

Members of the International Committee on Intellectual Co-operation.

Members of the former Sub-Committee of Experts for the Instruction of Youth.

Professor Gilbert MURRAY.

Professor J. T. SHOTWELL.

Professor J. CASTILLEJO.

Professor G. GALLAVRESI.

Madame DREYFUS-BARNEY.

The International Labour Office, the International Institute of Intellectual Co-operation and the International Educational Cinematographic Institute will also be represented at the sessions of the Advisory Committee.

(d) *Directors' Committee of the International Museums Office.*.....(*Chairman*).

Sir Eric MACLAGAN (British), Director of the Victoria and Albert Museum, London.
 M. Francesco PELLATI (Italian), Chief Inspector of Fine Arts in Italy, Rome.
 M. F. J. Sanchez CANTON (Spanish), Assistant Director of the Prado Museum, Madrid.
 Dr. F. SCHMIDT-DEGENER (Netherlands), Director-General of the *Rijksmuseum* (Amsterdam).
 Professor Alfred STIX (Austrian), Director-General of the Kunsthistorisches Museum, Vienna.
 M. Eisaburo SUGI (Japanese), Director of the Imperial Museum, Tokio.
 M. Henri VERNE (French), Director of the National Museums and of the *Ecole du Louvre*, Paris.
 Mr. Herbert E. WINLOCK (American), Director of the Metropolitan Museum of Art, New York.
 M. Henri BONNET (French), Director of the International Institute of Intellectual Co-operation,
 Paris.
 M. E. FOUNDOUKIDIS (Greek), Secretary-General of the International Museums Office, Paris.

10 (a). GOVERNING BODY OF THE INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

(Appointed under Council resolutions of September 1928, March 1929, September 1929, January and May 1931, and May 1933.

Marquis PAULUCCI DI CALBOLI BARONE (*Acting
Chairman*).

Mr. J. W. BROWN (British).
 Count CARTON DE WIART (Belgian).
 M. Henri FOCILLON (French).
 M. Nagendra NATH GANGULEE (India).

M. Rodolfo LLOPIS (Spanish).
 M. Louis LUMIÈRE (French).
 Mlle. Gabrielle MISTRAL (Chilian).
 M. Georges OPRESCU (Roumanian).
 M. Ryszard ORDYNSKI (Polish).
 Professor G. DE REYNOLD (Swiss).

In an advisory capacity :

The Secretary-General of the League of Nations.
 The Director of the International Labour Office.
 The Director of the International Institute of Intellectual Co-operation.
 The President of the International Institute of Agriculture.

(b) PERMANENT EXECUTIVE COMMITTEE.

(Appointed by the Governing Body of the Institute, with the approval of the Council.)
 Marquis PAULUCCI DI CALBOLI BARONE (*Acting
Chairman*).

Mr. J. W. BROWN.

M. Henri FOCILLON.
 M. DE REYNOLD.

The following have the right to take part in an advisory capacity in the sessions of the Governing Body and the Permanent Executive Committee, either in person or through a representative :

The Secretary-General of the League of Nations.
 The Director of the International Labour Office.
 The Director of the International Institute of Intellectual Co-operation.
 The President of the International Institute of Agriculture.

11. GOVERNING BODY OF THE INTERNATIONAL INSTITUTE FOR THE UNIFICATION OF PRIVATE LAW.

M. D'AMELIO (*Chairman*) (Italian).
 M. Alberto ASQUINI (Italian).
 M. CAPITANT (French).
 M. FERNANDES (Brazilian).
 Sir Cecil Barrington HURST (British).

M. KOSTERS (Netherlands).
 M. Felipe Sanchez ROMAN (Spanish).
 M. RUNDSTEIN (Polish).
 M. TITULESCO (Roumanian).
 M. UNDÉN (Swedish).

12. ADVISORY COMMITTEE OF EXPERTS ON SLAVERY.

(Constituted in accordance with a decision taken by the Assembly on October 12th, 1932.

M. Albrecht GOHR (*Chairman*) (Belgian).
 M. José d'ALMADA (Portuguese).
 M. Th. MARCHAND (French).
 Sir George MAXWELL (British).

M. NEIJTZELL DE WILDE (Netherlands).
 Mme. Isabel OYARZABAL DE PALENCIA (Spanish).
 Commendatore Tullio ZEDDA (Italian).

13. PERMANENT CENTRAL OPIUM BOARD.

(Constituted under Article 19 of the Geneva Convention of 1925.)

Mr. L. A. LYALL (*Chairman*) (British).
 Mr. H. L. MAY (*Vice-Chairman*) (American).
 Sir Atul CHATTERJEE (India).
 Professor G. FERRARI DALLE SPADE (Italian).
 (replacing Professor GALLAVRESI).

M. S. KUSAMA (Japanese).
 M. Dragan MILICEVIC (Yugoslav).
 Professor TIFFENEAU (French).

14. HIGH COMMISSIONER FOR INTERNATIONAL ASSISTANCE TO REFUGEES COMING FROM GERMANY.

Major-General Sir Neill MALCOLM.

15. AUDITOR AND ASSISTANT AUDITOR.

Auditor : M. A. CERESA (Italian).
Assistant Auditor : Dr. F. VIVALDI (Italian).

16. BUILDING COMMITTEE.

Members :

M. AVENOL, Secretary-General of the League of Nations.
 M. DE AZCARATE, Deputy Secretary-General of the League of Nations.
 Mr. S. JACKLIN, Treasurer of the League of Nations.
 Mr. H. B. BUTLER, Director of the International Labour Office.
 M. BROESE VAN GROENOU (Netherlands).
 M. Florestano DI FAUSTO (Italian).
 Mr. J. H. MARKHAM (British).
 M. Gilbert PEYCELON (French).
 M. E. STREIT-BARON (Swiss).

Substitute members :

M. A. HERSLY, Chief of Internal Services of the League of Nations.
 M. Arturo BIANCHI (Italian). (Substitute for M. Florestano DI FAUSTO.)
 M. Louis BOUET (Swiss). (Substitute for M. STREIT-BARON.)
 Mr. F. W. L. CLOUX (British). (Substitute for Mr. MARKHAM.)
 M. JACQUOT (French). (Substitute for M. Peycelon.)
 M. DE CLERCQ (Netherlands). (Substitute for M. Broese VAN GROENOU.)
 M. G. FLEURY, International Labour Office. (Substitute for Mr. BUTLER.)

SECTION II.—ADMINISTRATIVE TRIBUNAL.

Judges :

M. MONTAGNA (*Chairman*) (Italian). M. DEVÈZE (Belgian).
 M. UNDÉN (Swedish).

Deputy Judges :

M. EIDE (Danish). M. VAN RYCKEVORSEL (Netherlands).
 M. DE TOMCSANYI (Hungarian).

Registrar :

M. J. NISOT.

Deputy Registrar :

M. SECRETAN.

V.—COMMISSIONS ELECTED BY ORGANISATIONS.

I. ADVISORY AND TECHNICAL COMMITTEE FOR COMMUNICATIONS AND TRANSIT.

The members are designated by the Governments in an individual capacity :

M. V. KRBEK (<i>Chairman</i>) (Czechoslovakia).	M. P. KIRSANOFF (U.S.S.R.).
M. G. DE BLANCK Y MENOCAL (Cuba).	M. A. KRAHE (Spain).
M. A. DE CASTRO (Uruguay).	M. V. MODEROW (Poland).
M. A. DIETRICH DE SACHSENFELS (Hungary).	M. M. NORDBERG (Finland).
M. Silvain DREYFUS (France).	M. J. DE RUELLE (Belgium).
M. R. HEROLD (Switzerland).	M. G. SINIGALIA (Italy).
M. F. HOSKIÆR (Denmark).	M. E. SPELUZZI (Argentina).
M. N. ITO (Japan).	Dr. A. DE VASCONCELLOS (Portugal).
Mr. D. W. KEANE (United Kingdom).	Dr. Ching-Chun WANG (China).

PERMANENT COMMITTEES OF THE TRANSIT ORGANISATION.

(a) PERMANENT COMMITTEE FOR PORTS AND MARITIME NAVIGATION.

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

(i) *Committee for Ports.*

Mr. G. E. BAKER, Assistant Secretary of the Board of Trade of the United Kingdom.
 M. Léon DENS, Senator (Belgium).
 M. G. INGIANNI, Director-General of the Italian Mercantile Marine.
 Captain M. NORTON, former Director of the Portuguese Lighthouse Service.
 M. P. H. WATIER, Counsellor of State, Director of Navigable Waterways and Maritime Ports in the French Ministry of Public Works.

(ii) *Committee for Maritime Navigation.*

M. G. BRETON, Shipowner (France).
 M. J. B. VAN DER HOUVEN VAN OORDT, former President of the Netherlands Shipowners' Association.
 M. ITO.
 Mr. Arthur H. MATHIESEN, former President of the Norwegian Shipowners' Association.
 M. A. PALANCA, Naval Architect, Representative of the *Società Triestina di Navigazione Cosulich*, Trieste.
 Mr. W. Leslie RUNCIMAN, of the Shipping Company Walter Runciman & Co., Ltd., Member of the Council of the Chamber of Shipping of the United Kingdom.

(b) PERMANENT COMMITTEE FOR INLAND NAVIGATION.

M. Silvain DREYFUS (*Chairman*).
 M. A. DELMER, Secretary-General of the Department for Roads and Bridges at the Belgian Ministry of Public Works.
 M. DIETRICH DE SACHSENFELS.
 Mr. KEANE.

M. KRBEČ.

M. C. ROSSETTI, Minister Plenipotentiary, Representative of Italy on the International River Commissions.

M. F. L. SCHLINGEMANN, Chief Engineer, Director of the *Rijkswaterstaat*.

M. Milan YOVANOVITCH, Director of Inland Navigation in Yugoslavia.

(c) PERMANENT COMMITTEE FOR TRANSPORT BY RAIL.

M. HEROLD (*Chairman*).

M. M. CASTIAU, Secretary-General of the Belgian Ministry of Transport.

M. C. M. GRIMPRET, Vice-President of the General Council of Roads and Bridges and of the High Council of Public Works of France. } *Bureau.*

M. SINIGALIA.

Sir Francis DENT, former Chairman of the Railways Committee of the Second General Conference on Communications and Transit, ex Managing Director of the South-Eastern & Chatham Railway.

Dr. H. GRÜNEBAUM, Ministerial Counsellor at the Austrian Federal Ministry for Commerce and Communications.

M. KRAHE.

M. F. MOSKWA, Head of Division at the Polish Ministry of Communications.

M. SPELUZZI.

Dr. Ching-Chun WANG.

A Soviet member.

Colonel T. A. HIAM, formerly personal assistant to the President of the Canadian National Railways.

M. Albert REGNOUL, Honorary Assistant Director of the Paris-Lyons-Mediterranean Railway Company. } *Technical Advisers assisting the Chairman.*

(d) PERMANENT COMMITTEE ON QUESTIONS REGARDING ELECTRICITY.

M. DE VASCONCELLOS (*Chairman*).

Sir John BROOKE, Electricity Commissioner, London.

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

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

A Swedish member.

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

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

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

A representative of the *Commission électrotechnique internationale*.

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

(e) PERMANENT COMMITTEE ON ROAD TRAFFIC.

M. NORDBERG (*Chairman*).

Mr. P. C. FRANKLIN, of the Roads Department, Ministry of Transport of the United Kingdom.

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

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

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

M. Václav ROUBÍK, Engineer, Director of the Czechoslovak Ministry of Public Works.

M. José N. URGOITI, Civil Engineer (Spain).

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

M. C. WALCKENAEER, former Inspector-General of Mines at the French Ministry of Public Works.

(f) PERMANENT LEGAL COMMITTEE.

Count E. PIOLA-CASELLI, Senator, President of Section at the Court of Cassation, Rome (*Chairman*).

M. G. NAUTA, Barrister at Rotterdam (*Vice-Chairman*).

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

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

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

M. MODEROW.

Dr. Ivan SOUBBOTITCH, Permanent Delegate of the Kingdom of Yugoslavia to the League of Nations, *Privat docent* of the Faculty of Law, University of Belgrade.

(g) BUDGET SUB-COMMITTEE.

The Chairman in office of the Advisory and Technical Committee (*Chairman*).

M. DE CASTRO.

M. Silvain DREYFUS.

M. HOSKIÆR.

Mr. KEANE.

M. MODEROW.

M. DE RUELLE.

2. SUPERVISORY BODY SET UP UNDER ARTICLE 5 OF THE CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS, SIGNED AT GENEVA ON JULY 13TH, 1931.

Sir Malcolm DELEVINGNE (*Chairman*) (British) (appointed by the Advisory Committee on Traffic in Opium and Other Dangerous Drugs).

Mr. H. L. MAY (American) (appointed by the Permanent Central Opium Board).

Dr. TIFFENEAU (French) (appointed by the Health Committee).

Dr. H. CARRIÈRE (Swiss) (appointed by the Office international d'hygiène publique in Paris).

VI.—COMMISSIONS CONSISTING ENTIRELY OR IN PART OF EXPERTS OR OF GOVERNMENTAL DELEGATES FROM COUNTRIES DESIGNATED BY THE COUNCIL.

I. ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

(Constituted under a resolution of the First Assembly.)

The representatives of the following countries :

Austria.	India.	Siam.
Belgium.	Iran.	Spain.
Bolivia.	Italy.	Sweden.
United Kingdom.	Japan.	Switzerland.
Canada.	Mexico.	Turkey.
China.	Netherlands.	Uruguay.
Egypt.	Poland.	United States of America. ¹
France.	Portugal.	Yugoslavia.

Assessors :

Mr. L. A. LYALL (British).

Dr. F. Y. M. DE MYTTENAERE (Belgium).

2. ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

(Reconstituted in 1925 under a resolution of the Fifth Assembly.)

Members (the members sit on both Committees) :

The representatives of the following countries

Belgium.	France.	Roumania.
United Kingdom.	India.	Spain.
Canada.	Italy.	Turkey.
Chile.	Japan.	United States of America.
Denmark.	Poland.	Uruguay.

Assessors for Traffic in Women and Children Committee :

M. S. COHEN, Jewish Association for the Protection of Girls and Women.

Mlle Andrée KURZ, *Fédération internationale des Amies de la jeune fille.*

Mlle. LAVIELLE, *Union internationale des Ligues féminines catholiques.*

Mme. DE MONTENACH, *Association catholique internationale des Œuvres de protection de la jeune fille.*

Mme. AVRIL DE SAINTE-CROIX, *Organisations féminines internationales.*

M. SEMPCKINS, International Bureau for Suppression of Traffic in Women and Children.

Dame Rachel CROWDY.

Mr. Bascom JOHNSON.

Assessors for Child Welfare Committee :

Mlle. Hélène BURNIAUX, *Fédération internationale des syndicats ouvriers.*

Dr. Fanny DALMAZZO, *Union internationale des Ligues féminines catholiques.*

Dr. René SAND, *Ligue des Sociétés de la Croix Rouge.*

Dr. Enrique RUIZ GUIÑAZÚ, Pan-American Institute for Child Welfare.

Mme. Eve VAJKAI, *Union internationale de secours aux enfants.*

Mlle. Emilie GOURD, *Organisations féminines internationales.*

M. CALOYANNI, *Association internationale pour la protection de l'enfance.*

Dame Rachel CROWDY.

Liaison Officers with :

The International Labour Office.

The Health Organisation of the League of Nations.

3. TEMPORARY COMMITTEE OF EXPERTS FOR ASSISTANCE TO INDIGENT FOREIGNERS.

M. DE REFFYE (French).

— (Mexican).

Count F. R. REVENTLOW (Danish).

Professor BORUM (Danish).

— (Mexican).

Professor Joseph P. CHAMBERLAIN (American).

Mr. George L. WARREN (American).

Professor Ugo CONTI (Italian).

Mme. Wanda WOYTOWICZ-GRABINSKA (Polish).

M. Boleslav NAKONIECZNIKOFF (Polish).

M. Stanislas FISCHLOWITZ (Polish).

M. Levento L. KADAR (Hungarian).

Dr. Heinrich ROTHMUND (Swiss).

Mr. Christopher F. ROUNDELL (British).

Professor C. W. DE VRIES (Netherlands).

M. Masayuki M. YOKOYAMA (Japanese).

— (Argentine).

In an advisory capacity :

M. FUSS, International Labour Office.

M. LEGOUIS, International Labour Office.

Mme. HOFFMANN DE SOKOLOWSKAJA.

Mlle. Suzanne FERRIERE.

¹ The representative of the United States of America is appointed by his Government to attend in an unofficial capacity.

4. COMMITTEE OF THIRTEEN SET UP FOR THE PURPOSE OF PROPOSING METHODS TO RENDER THE LEAGUE COVENANT MORE EFFECTIVE IN THE ORGANISATION OF COLLECTIVE SECURITY.

The representatives of the following countries :

United Kingdom.	Italy.	Turkey.
Canada.	Netherlands.	Union of Soviet Socialist Republics.
Chile.	Poland.	Yugoslavia.
France.	Portugal.	
Hungary.	Spain.	

Chairman : M. JOSÉ CAEIRO DA MATTA (Portugal).

5. COMMITTEE FOR THE INTERNATIONAL REPRESSION OF TERRORISM.

The representatives of the following countries :

Belgium.	Hungary.	Spain.
United Kingdom.	Italy.	Switzerland.
Chile.	Poland.	Union of Soviet Socialist Republics.
France.	Roumania.	

6. COMMITTEE ON THE COMPOSITION OF THE COUNCIL.

The representatives of the following countries :

Argentina.	France.	Roumania.
Austria.	Iran.	Spain.
Belgium.	Italy.	Sweden.
United Kingdom.	Latvia.	Turkey.
Canada.	Peru.	Union of Soviet Socialist Republics.
China.	Poland.	

7. INTER-GOVERNMENTAL ADVISORY COMMISSION FOR REFUGEES.

(Constituted under a resolution of the Ninth Assembly)

The representatives of the following countries :

Belgium.	Estonia.	Poland.
United Kingdom.	France.	Roumania.
Bulgaria.	Greece.	Yugoslavia.
China.	Italy.	
Czechoslovakia.	Latvia.	

Consultative members :

The Secretary-General of the League of Nations.

The Director of the International Labour Office.

The President of the Governing Body of the Nansen International Office for Refugees.

Consultative members nominated by the Governing Body of the International Labour Office :

M. C. CURCIN.

M. Z. ZULAWSKI.

VII.—BODIES APPOINTED BY THE COUNCIL FOR THE BENEFIT OF CERTAIN STATES OR CERTAIN TERRITORIES.

I. THE SUPREME PLEBISCITE TRIBUNAL AT SAARBRUCK.

M. B. GALLI (*Chairman*) (Italian).

Judges :

M. L. GOUDET (Swiss).

M. C. DE MONCADA (Portuguese).

M. W. G. MORETTI (Swiss).

M. J. A. E. NORDENFALK (Swedish).

M. A. QUINTANO RIPOLLES (Spanish).

M. H. REIMERS (Norwegian).

M. J. P. WESTER (Luxemburger).

Deputy Judges :

M. Ch. DUZMANS (Latvian).

M. M. STRAZNICKI (Yugoslav).

Registrar :

M. P. BARUCCI (Italian).

Registrar to the Judge attached to the State Agent :

M. U. CULOTTI (Italian).

Deputy Registrar :

M. WOLFF (French).

2. HIGH COMMISSIONER OF THE LEAGUE OF NATIONS AT DANZIG.

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

Mr. S. LESTER (Irish).

3. PRESIDENT OF THE MIXED COMMISSION FOR UPPER SILESIA.

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

M. F. CALONDER (Swiss).

4. PRESIDENT OF THE MIXED ARBITRAL TRIBUNAL FOR UPPER SILESIA.

(Appointed under the German-Polish Convention on Upper Silesia.)

M. G. KAECKENBEECK (Belgian).

5. TECHNICAL DELEGATE OF THE LEAGUE OF NATIONS IN CHINA.

.....

ANNEX II.

THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

(Constituted under Article 14 of the Covenant of the League of Nations. The Judges are elected by the Assembly and the Council for a period of nine years.)

Judges :

M. ANZILOTTI (Italian).
M. FROMAGEOT (French).
Sir Cecil HURST (British).
M. ALTAMIRA Y CREVEA (Spanish).
M. VAN EYSINGA (Netherlands).
M. GUERRERO (Salvadorian).

Baron ROLIN-JAEQUEMYS (Belgian).
M. Harakazu NAGAOKA (Japanese).
Count ROSTWOROWSKI (Polish).
M. DE BUSTAMANTE Y SIRVEN (Cuban).
M. NEGULESCO (Roumanian).
M. URRUTIA (Colombian).

Registrar :

M. HAMMARSKJÖLD (Swedish).

Deputy Registrar :

M. L. J. H. JORSTAD (Norwegian).

PUBLICATIONS OF THE LEAGUE OF NATIONS

Issued during February 1936

Periodical Publications

	St.	\$	Swiss francs
OFFICIAL JOURNAL. 17th Year, No. 1, January, 1936. Minutes of the Eighty-Ninth Session of the Council (Part II.), held at Geneva on Wednesday, December 18th, and Thursday, December 19th, 1935. Pp. 1-48, I.-III.	2/-	0.50	2.00
Annual subscription, 12 numbers and Index, post free	75/-	18.75	75.00
THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS. Vol. XVI, No. 1, January, 1936. Dispute between Ethiopia and Italy. Dispute between the U.S.S.R. and Uruguay. Pp. 1-46. . .	1/-	0.20	1.00
Annual subscription, 12 numbers, post free	8/-	2.00	10.00
MONTHLY BULLETIN OF STATISTICS. Vol. XVII, No. 2, February, 1936.* Pp. 49-96	1/9	0.45	1.75
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Annual subscription, 12 numbers, post free	20/-	5.00	20.00
WEEKLY EPIDEMIOLOGICAL RECORD. 11th Year, Nos. 5-9, January-February, 1936 (R.H. 518-522.*). Pp. 49-110.	25/-	6.25	25.00
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BULLETIN OF INFORMATION ON THE WORK OF INTERNATIONAL ORGANISATIONS, compiled by the Section of International Bureaux. Vol. VII, No. 2, November, 1935. Pp. 93-205 . .	1/3	0.35	1.25
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MONTHLY LIST OF BOOKS CATALOGUED IN THE LIBRARY OF THE LEAGUE OF NATIONS. 8th Year, No. 12, December, 1936.* Pp. 305-344	6d.	0.15	0.50
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Financial Section and Economic Intelligence Service (II.A)

FINANCIAL POSITION OF HUNGARY IN THE FOURTH QUARTER OF 1935. SEVENTEENTH QUARTERLY REPORT by Mr. Royall Tyler, the Representative in Hungary of the Financial Committee. (C.50.M.20. 1936. II.A.) (Ser. L. o. N. P. 1936. II.A.2.) 18 pp.	9d.	0.20	0.75
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Economic Relations Section (II.B)

§ Economic Committee. SURVEY OF TOURIST TRAFFIC considered as an International Economic Factor. (C.3.M.3. 1936. II.B.) (Ser. L. o. N. P. 1936. II.B.1.) 47 pp.	1/6	0.40	1.50
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COMMITTEE FOR THE INTERNATIONAL REPRESSION OF TERRORISM. Report to the Council adopted by the Committee on January 15th, 1936. Report adopted by the Council on January 23rd, 1936. (A.7. 1936. V.) (Ser. L. o. N. P. 1936. V.2.) 16 pp.	9d.	0.20	0.75
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Advisory and Technical Committee for Communications and Transit. PERMANENT COMMITTEE ON ROAD TRAFFIC. REPORT on the Tenth Session of the Committee held at Geneva from November 1st to 5th, 1935. (C.468.M.246. 1935. VIII.) (Ser. L. o. N. P. 1935. VIII.3.) 73 pp.	2/-	0.50	2.00

Traffic in Opium and Other Dangerous Drugs (XI)

Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, of July 13th, 1931. ESTIMATED WORLD REQUIREMENTS OF DANGEROUS DRUGS IN 1935. Fifth Supplement to the Statement issued by the Supervisory Body under Article 5. (C.462(e).M.198(e). 1934. XI.) (Ser. L. o. N. P. 1936. XI.2.) 10 pp.	6d.	0.15	0.50
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General Questions

Dispute between Ethiopia and Italy. Co-ordination of Measures under Article 16 of the Covenant. CO-ORDINATION COMMITTEE. REPORT OF THE COMMITTEE OF EXPERTS for the Technical Examination of the Conditions governing the Trade in and Transport of PETROLEUM AND ITS DERIVATIVES, BY-PRODUCTS AND RESIDUES. (Co-ordination Committee 113.) (Ser. L. o. N. P. 1936. I.) 24 pp.	1/-	0.25	1.00
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NOTE.—The documents whose titles are followed by an asterisk (*) contain both French and English texts.
The documents whose titles are preceded by the sign § are of special importance.

THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XVI., No. 3.

MARCH, 1936.

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All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.

I.—SUMMARY OF THE MONTH.

March, 1936.

The denunciation by Germany of the Treaty of Locarno and the Italo-Ethiopian conflict were the chief matters with which the League was occupied during the month of March.

The Treaty of Locarno was a guarantee for the provisions of Articles 42 and 43 of the

Versailles Treaty, which provided for the demilitarisation of the German territory on the Left Bank of the Rhine and of the zone on the Right Bank situated between the river and a line drawn fifty kilometres to the East. It was also therein provided that the Treaty could not

cease to have effect otherwise than by a decision of the Council of the League, voted by a two-thirds majority.

On March 7th, by a communication made to the signatory Powers, the Government of the Reich repudiated the treaty. At the same time it sent military forces into the demilitarised zone.

The Belgian and French Governments immediately referred to the Council the breaches of the Versailles and Locarno Treaties thus committed, and asked that an urgent meeting of the Council should be called.

On March 13th this meeting began in London. The arguments of the Powers signatories of the Locarno Treaty (including Germany) and the views of the other States represented on the Council were heard, and the Council found that the German Government had committed a breach of the provisions relating to the demilitarised zone referred to in the Versailles and Locarno Treaties. It also instructed the Secretary-General, in application of Article 4 of the Locarno Treaty, to notify this finding of the Council without delay to the signatory Powers.

In view of the conversations that were proceeding between the Locarno Powers, the Council then decided to refrain from action for the moment and to meet again, at Geneva, as soon as circumstances showed that it was desirable for the matter to be further considered.

* * *

As regards the dispute between Ethiopia and Italy, the Committee of Eighteen received the report of the Committee of Experts instructed to follow the application of sanctions, and that of the Technical Committee dealing with the question of an embargo on petrol and petrol derivatives. The two Committees made a

further study of certain aspects of these problems.

The Committee of Thirteen met on March 3rd and sent an urgent appeal to both belligerents for the immediate opening of negotiations in the framework of the League of Nations and in the spirit of the Covenant, with a view to the prompt cessation of hostilities and the definitive restoration of peace. The Ethiopian Government announced that it accepted the opening of negotiations under the conditions laid down by the Committee. The Italian Government agreed, in principle, to the opening of negotiations concerning the settlement of the dispute. The Committee of Thirteen met again in London on March 23rd and requested its Chairman, M. de Madariaga, assisted by the Secretary-General, to get into touch with the two parties and take such steps as might be called for in order that the Committee might be able to attain the ends aimed at in its appeal.

* * *

The Council paid a tribute to M. Venizelos, who has recently died, referring to the prominent part played by him in international affairs, and to his co-operation with the Council of the League of Nations.

* * *

The new Legal Adviser of the League of Nations Secretariat, M. Podesta Costa, has taken up his duties.

* * *

During the month the following Committees also sat: The Council Committee on Technical Co-operation between the League and China, the Permanent Central Opium Board, that Special Committee for the Reform of the Transit Organisation, and the Directors' Committee of the International Museums Office.

II.—POLITICAL QUESTIONS.

I. TREATY OF MUTUAL GUARANTEE BETWEEN GERMANY, BELGIUM, FRANCE, GREAT BRITAIN AND ITALY, DONE AT LOCARNO ON OCTOBER 16TH, 1925.

Communication from the French and Belgian Governments.

On March 8th the Governments of France and Belgium sent the Secretary-General respectively the following telegrams:

French Government:

"By Article I. of the Treaty negotiated at Locarno to which Belgium, France, the British Empire, and Italy are parties with Germany, Germany confirmed, *inter alia*, her intention to observe the stipulations of Articles 42 and 43

of the Treaty of Versailles, which provide for the demilitarisation of the German territory on the left bank of the Rhine and on the right bank of the zone situated between that river and a line drawn fifty kilometres to the east.

"In virtue of Article 8 of the Treaty of Locarno, that Treaty cannot cease to have effect otherwise than by a decision of the Council of the League of Nations voting by a two-thirds majority.

"Notwithstanding these explicit provisions, the Government of the Reich, by a communication made yesterday to the representatives in Berlin of the signatory Powers, has just repudiated this Treaty by a unilateral act.

"Moreover, in reply to a question put by the French Ambassador when this notification was made to him, the Minister for Foreign Affairs of the Reich announced that the German Govern-

ment proposed to send small detachments into the demilitarised zone as a symbolical act.

"In fact, the appearance of considerable military forces is already reported in several localities of the zone.

"The German Government has thus expressly violated Article 43 of the Treaty of Versailles and Article 1 of the Treaty of Locarno.

"Consequently, in conformity with Article 4 of the last-named Treaty, the French Government has the honour to seize the Council of the League of Nations of the violation thus committed.

"In view of the urgency of the matter, I should be obliged if you would take all necessary measures for the Council to meet as soon as possible."

Belgian Government :

"By a communication made on March 7th to the Belgian Government, the German Government gave notice that it no longer considered itself bound by the Treaty of Guarantee of Locarno and that German troops were entering the demilitarised zone. This fact constituting a violation of Articles 42 and 43 of the Treaty of Versailles, the Belgian Government has the honour, in conformity with Article 4, paragraph 1, of the Treaty of Guarantee of Locarno, to lay the question immediately before the Council of the League of Nations. I should be grateful if you would take the necessary measures in order that the Council may be convened as soon as possible."

In response to these communications, the President of the Council, Mr. Bruce, representative of Australia, after consulting his colleagues, summoned that body to meet in extraordinary session at Geneva on Friday, March 13th. But on March 10th the representatives of Belgium, France, Great Britain and Italy who, with Germany, were signatories of the Locarno Treaty, asked that, owing to the circumstances, the Council session might be held in London. It was decided to do so, and the Council met at St. James's Palace, which had been graciously placed at its disposal by His Majesty the King of the United Kingdom of Great Britain and Northern Ireland, on Saturday, March 14th.

In accordance with Article 4, paragraph 5, of the Covenant, the representative of Belgium took his seat at the Council table.

The question arose of the participation of the German Government in the Council's deliberations. On March 9th the Secretary-General had forwarded to that Government the French Government's communication, adding that :

"Should the German Government as Contracting Party to the Treaty mentioned above wish to take part in the examination of this question by the Council, I should be grateful if you would inform me."

On March 14th the Council decided to invite the German Government as a Contracting Party

to the Locarno Treaty to take part in the examination of the communication from the French and Belgian Governments.

On March 15th the Government of the Reich replied that it was, in principle, prepared to accept the Council's invitation. The communication added :

"It assumes in this connection that its representative will take part on equal terms with the representatives of the Powers represented on the Council in the discussions and decisions of the Council. I should be obliged if you would confirm this assumption.

"The German Government must further draw attention to the following fundamental consideration. The German Government's action, which has been the occasion of the summoning of the Council by the Belgian and French Governments, does not consist merely in the restoration of German sovereignty in the Rhineland zone, but is bound up also with comprehensive concrete proposals to give a new assurance of peace in Europe. The German Government regards the political action which it has taken as a whole, the component parts of which cannot be separated from one another. For this reason, the German Government can participate in the Council's proceedings only if it is assured that the Powers concerned are prepared to enter into negotiations forthwith* in regard to the German proposals. The German Government will, with this object, place itself in touch with His Majesty's Government in the United Kingdom, under whose presidency the Powers concerned in the Rhine Pact of Locarno are met together for discussion in London."

On March 16th the Council instructed the Secretary-General to send the following telegram in reply :

"Germany will participate in the examination by the Council of the question submitted by the Belgian and French Governments on the same terms as the representatives of the other guaranteed Powers whose situation under the Treaty is the same as that of Germany—that is, with full right of discussion, the votes of the three Powers not being counted in calculating unanimity. In regard to the second question, it is not for the Council to give the German Government the assurance which it desires."

On March 17th the German Government acknowledged with thanks the receipt of this telegram and stated that as from Thursday, March 19th, it would be represented on the Council by Ambassador von Ribbentrop, who would reach London on Wednesday, the 18th.

Pending the decision of the German Government as to its representation on the Council, the latter body heard statements from the French and Belgian delegates ; after which,

* The original text, which was in German, contained at this point the word "alsbald." Semi-official telegrams from Berlin stated that this word had the meaning of "as soon as possible."

as the exchange of communications with Berlin was prolonged and the Government of the Reich did not desire to be represented, even by an observer, before the arrival of M. von Ribbentrop, the other Members of the Council in turn stated their views.

On March 14th M. Flandin, representative of France, declared that, in denouncing the breach of Articles 2 and 8 of the Locarno Treaty, France had not so much exercised a right as performed a duty. The Treaty in question authorised her to take strong and decisive measures forthwith. She had refrained from doing so, thus giving expression in its fullest sense to her respect for international law. In virtue of Article 4 of the Locarno Treaty, France asked the Council to establish the fact of a breach of the Treaty and to recommend such steps as might be considered desirable. She was confident in the readiness of the guarantor Powers to perform the duties devolving on them as a result of that finding, and resolved to place at the League's disposal all her forces, both material and moral.

M. Flandin reminded the Council that, in justification of her action, Germany had invoked the approval by the French Chamber of Deputies of the Franco-Soviet Pact, regarding which there had been an exchange of notes in May and June, 1935, between the Government of the Reich, France and the Governments guarantors of the Locarno Treaty. If it had not been convinced by the legal arguments contained in the notes of the other Governments, the Reich might have submitted the question of the compatibility of the Franco-Soviet Pact with the Treaty of Locarno to arbitration. M. Flandin had publicly declared, and he desired to repeat this declaration, that France would accept a decision of the Permanent Court of International Justice at The Hague. The German Government had preferred to repudiate a Treaty which Chancellor Hitler had repeatedly recognised to have been freely agreed to.

Besides the repudiation of the Locarno Treaty, the Council must declare that there had been a violation of Article 43 of the Treaty of Versailles, which violation Article 44 describes as "a hostile act." Once this had been done, it would be for the guarantors to furnish France and Belgium with the assistance provided for in the Treaty. France's rights and the guarantors' duties were not alone involved. It was a question of the interests of peace and of the very existence of the League of Nations. The practice of the *fait accompli*, the unilateral repudiation of undertakings freely accepted, could not be set up in Europe as a political system compatible

with the existence of the League and with the method of collective security. On April 17th, 1935, the Council had recognised that Members must oppose by all appropriate means the repudiation of undertakings affecting the security of the nations of Europe and the maintenance of peace.

The French representative concluded by asking the Council to declare that a breach of Article 43 of the Treaty of Versailles had been committed by Germany and to request the Secretary-General to notify the Powers signatories of the Locarno Treaty. This notification would enable the guarantor Governments to discharge their obligations of assistance, and the Council would have to consider how it could support that action by recommendations addressed to the Members of the League.

The Belgian representative, M. van Zeeland, pointed out that no country was more affected by the remilitarisation of the Rhineland and by the unilateral renunciation of the Treaty of Locarno than Belgium. The demilitarisation of the above territory constituted one of the essential elements of Belgium's security, and the Treaty of Locarno was, with the Covenant, the very foundation of her international status. No reproach could be levied against Belgium, with whom the Franco-Soviet Pact had nothing to do. The Locarno Treaty, more than any other international instrument, combined all the characteristics of inviolability. The obligations, rights and advantages of this Treaty were placed, as regards the guarantor Powers, on the basis of reciprocity. He desired to say that, in his country's view, the Locarno Pact, with the obligations and assurances it involved for the signatories, was still in being. He had resolved to remain strictly on the plane of reason and intended that his country should fully contribute to the efforts at reconstruction. Belgium would play her part to the full, in the future, as in the past, where any collective international effort was concerned.

M. van Zeeland concluded by asking the Council to take note that a breach of Articles 42 and 43 of the Treaty of Versailles had been committed and at once to notify the Powers signatories of the Locarno Treaty and, in particular, the guarantor Powers.

On March 16th, the representative of France, in the name of the French and Belgian Governments, handed in the following resolution :

" The Council of the League of Nations,

" On the application of Belgium and France, made to it on March 8th, 1936 :

" Finds that the German Government has committed a breach of Article 43 of the Treaty

of Versailles by causing, on March 7th, 1936, military forces to enter and establish themselves in the demilitarised zone referred to in Article 42 and the following articles of that Treaty, and in the Treaty of Locarno ;

"Instructs the Secretary-General, in application of Article 4, paragraph 2, of the Treaty of Locarno, to notify this finding of the Council without delay to the Powers signatories of that Treaty."

The Council considered this draft resolution on March 17th, 18th and 19th.

M. Rustu Aras, the Turkish representative, said that in virtue of the stipulations of the Locarno Pact, the Council's duty was to act as arbitrator. But it had two other rôles to play: that of mediator and of guarantor of security. Mediation would be undesirable until the Council had given satisfaction to France and Belgium in connection with the draft resolution submitted. But when this decision had been taken, the Council's duty would be to give its assistance and support to the Locarno guarantors, in accordance with the spirit and letter of the Covenant.

M. Litvinoff, representative of the U.S.S.R., said that although his country was not a party to the Versailles and Locarno Treaties, it desired to express its indignation at a violation of international obligations and to declare in favour of the most effective measures to avert similar infringements in the future. A League of Nations that did not take concrete measures to uphold international engagements could not be taken seriously. The question before the Council was remarkably simple, for there was not only a substantial infringement of a treaty, but the ignoring of a clause in a treaty providing a method of settling disputes that might arise. The German Government's assertion that the Franco-Soviet Pact, a purely defensive instrument, was incompatible with the Treaty of Locarno, could not be upheld. That Treaty gave France, as any other Member of the League, the right to come to the assistance of the Soviet Union, should the latter be the victim of an attack by Germany, especially as the absence of a common frontier between Germany and the Soviet Union enabled an unmistakable definition of the aggressor to be given. The Reich further declared that the demilitarisation of the Rhineland was contrary to the principle of the equality of status. But the re-militarisation of that territory by a unilateral act would not make for the peace of Europe; for if Germany desired to carry out that re-militarisation, it was because she had in view the setting up of the hegemony of Germany over the whole European continent.

No country was a threat to Germany, and there was no idea of encircling the Reich.

It was true that the German Government had submitted a plan to ensure the better organisation of peace. In reality, the new pact of non-aggression on the West offered by the Reich to France and Belgium was of shorter duration and involved less guarantees than the Treaty of Locarno. The pacts of non-aggression which Chancellor Hitler offered to sign with Germany's other neighbours, without the guarantee of any other Power, would render it possible for a war to be localised and would only increase the security of the aggressor.

As regards the return of Germany to the League, this would be welcomed by the U.S.S.R. as soon as it was convinced that the Reich accepted the fundamental principles on which the League was based, in particular, the observance of international treaties and the inviolability of existing frontiers. The Soviet Union desired the maintenance of peace throughout the whole world as much as any other country. But, whilst favourable to international agreement, it was against negotiations proceeding on a basis that would destroy the League. After emphasising the necessity for giving satisfaction to the complaint made by France and Belgium, M. Litvinoff pronounced himself ready to take part in all measures that might be proposed by the Locarno Powers and be acceptable to the other Members of the Council.

M. Edwards, the Chilian representative, said that Germany's withdrawal from the League had thrown the legal system of Locarno out of gear. Chile was not bound by the Treaties of Versailles or Locarno, but she did not forget that any breach of a treaty imperilled the peace of the world and was a matter of concern to the Members of the League. If the violation of Locarno was duly established, his country would fulfil without hesitation its duties as a Member of the Council. The breach of Article 43 of the Treaty of Versailles was not disputed by Germany, who denied that she had violated Locarno, asserting that France had first infringed that Treaty by signing the Franco-Soviet Pact. As regards Belgium's position, the Reich added that the Treaty of Locarno, having lapsed, was no longer valid with regard to Belgium. In these circumstances, Chile considered that before giving a decision, the Council should ask the Permanent Court of International Justice for an advisory opinion. If the Council did not share that view, he would abstain from voting on the breach of the Treaty of Locarno.

Mr. Eden, the representative of the United

Kingdom, said that a patent and incontestable breach of the Treaty of Locarno had been committed. The Council should notify this finding to the Powers signatory of Locarno. But this was far from being the Council's only function. It must preserve peace and establish good understanding amongst the nations of Europe. The question concerned all countries that desired the reign of peace, based on law, amongst nations. The German Government asserted that its aim was peace and the restoration of confidence. But that depended on belief in the sanctity of treaties. For that reason, His Majesty's Government had represented to the German Government that the latter should take such action in the demilitarised zone as would restore confidence. The breach, however, did not carry with it any threat of hostilities nor involve immediate action. Mr. Eden agreed with M. van Zeeland that international life must be reconstructed on the basis of accepted undertakings. The Council's duty was to examine the situation in all its aspects and thus avoid in the future the horrors of war. The United Kingdom Government was prepared to contribute to the necessary work of reconstruction, especially as regards the organisation of security in Western Europe.

M. Grandi (Italy) said that the four signatories, with Germany, of the Locarno Treaty had had to recognise that a breach of Article 43 of the Treaty of Versailles had been committed. Italy was fully conscious of her responsibilities under that Treaty and would remain true to her obligations. But the States which had adopted certain measures in connection with the Italo-Ethiopian dispute could not expect Italy to apply measures which would be incompatible with the position in which she had been placed. A weakening of the political bases of the Treaty of Locarno had resulted from the decisions taken in regard to Italy at Geneva, and the peace of Europe had been placed at the mercy of a colonial dispute. Experience had shown that in Europe there was one single problem of peace and co-operation. For twenty years Italy had given loyal support to the cause of European stability. But all that had been forgotten. She was fully conscious of her task in the establishment of security and reconstruction in Europe, but that reconstruction must be founded on the comprehension of reciprocal needs and on a more unified conception of the rights and duties of our civilisation.

M. Beck (Poland) said that the entry of German military effectives into the demilitarised zone was a fact which nobody disputed and which the Council must place on record. The

Locarno agreements were not sympathetically received by Poland for, while they provided safeguards for the political stability of the Rhine, they gave the impression that the security of Eastern Europe was being left on a more precarious footing. It had, however, been possible to maintain the Franco-Polish alliance by incorporating it in the general system of the 1925 agreements. The declarations exchanged between Poland and the Reich in January, 1934, had enabled relations bearing the stamp of mutual respect to be established between those two countries.

As regards the Soviet Union, the agreements between Poland and that country expressed Poland's resolve to maintain relations of friendship with the U.S.S.R. M. Beck desired to state in conclusion that he was gratified that the Council had been convened in London in an atmosphere imbued with honesty and with a sense of realities. He concluded by asserting that the interests of any country, whatever its importance, could not form the subject of international negotiation without that country's participation.

M. Barcia (Spain) said that as regards the facts, there could be no doubt. German forces had entered the area defined in Article 42 of the Versailles Treaty. Even if the Council accepted the German thesis of the incompatibility of the Treaty of Locarno with the Franco-Soviet Pact, the former Treaty was binding on the contracting parties so long as the arbitration procedure provided for settling disputes between them had not been utilised. Spain felt that the lack of confidence in international relations would not be diminished by giving free rein to the system of *faits accomplis*. The progress of collective security depended upon that of international co-operation and on the close connection between pacts of security and disarmament. He associated himself with the Franco-Belgian resolution.

M. Ruiz Guinazu (Argentine) emphasised that Treaties could not be denounced unilaterally, and supported the Franco-Belgian proposed resolution.

M. Munch (Denmark) declared that the idea of asking the Hague Court for an advisory opinion on the dispute seemed to him an interesting one. But the parties appeared not to be favourable to it. He would therefore vote for the Franco-Belgian resolution. He wished, however, to refer to the disquietude, caused by the present trend of international politics, in those countries that did not belong to any political group. However difficult a reconciliation might appear among the nations

on whom the fate of mankind depended, it was more necessary than ever.

M. Titulescu (Rumania) said that the requests of France and Belgium were a matter of the utmost concern to the Little Entente. They could not be indifferent to French security, since it formed part of their own security. Moreover, a unilateral repudiation of treaties must lead to international consequences. Otherwise, there would be an end of the League and the world would be governed by the law of force instead of the force of law. The States of the Little Entente agreed that the security plan proposed by the German Government should be discussed after the question raised by France and Belgium had been satisfactorily settled. The action of the Reich had not in any way affected the validity of the Locarno Treaty which, on the contrary, had only at that moment come effectively into operation. Provided the French and Belgian request was given a solution recognising the rights of the applicants, an understanding between all the Powers concerned and Germany with a view to the establishment of a lasting peace, one and indivisible in all parts of Europe, would be welcomed by the Little Entente.

M. Monteiro (Portugal) declared that Germany had committed a unilateral breach of Articles 42 and 43 of the Treaty of Versailles and of the Locarno Treaty. Without respect for law and the inviolability of treaties, neither order nor peace was possible. But the Council must do something more than proclaim the breach; it must strengthen public confidence in its action. Portugal would co-operate wholeheartedly with those who endeavoured to reconstruct the safeguards of peace.

At the morning meeting on Thursday, March 19th, M. von Ribbentrop (Germany), after expressing the hope that this first resumption of relations between his country and the League might mark a turning point in the history of Europe, went on to say that when the Treaty of Locarno was concluded, certain difficulties had arisen from the fact that treaties of alliance already existed between France and Poland and France and Czechoslovakia which did not seem to fit into the framework of the arrangements destined to provide for peace in the West. Locarno imposed on Germany unilateral burdens which were, however, accepted by the National Socialist Government, in the hope that the other parties to Locarno would fulfil their obligations with loyalty. But in 1935 France, and afterwards Czechoslovakia, concluded military alliances with the U.S.S.R. France and the U.S.S.R.,

including their colonial territories, controlled 275 million people. These two countries were making themselves judges in their own cause, in that they would decide for themselves who was the aggressor, and could thus resort to war against Germany at their own discretion. Both legally and politically, such an agreement was not compatible with Locarno. In any dispute that might arise between Germany and a neutral State, France would have the right to intervene as she thought fit. By thus extending the interpretation hitherto given to the Locarno Pact, France was destroying its original meaning, and the Franco-Soviet alliance was disturbing the equilibrium of Europe. Since he had come into power, the German Chancellor had, on several occasions, held out a hand to France and made the world a number of offers of absolute or partial disarmament. When the French Chamber ratified the Franco-Soviet Pact, the Chancellor drew the only possible consequences: the re-establishment of the Reich's full sovereignty over the whole of German territory. The German Government, therefore, rejected as unjust the reproach of unilateral breach of the Locarno Treaty which, in point of fact, by the action taken by the other parties, had ceased to exist. It was true the French Government had declared that Germany's duty was to bring the question of the compatibility of the Franco-Soviet Pact with Locarno before an international tribunal. But, besides its purely legal aspects, the problem had others of great political importance, and a solution could not be expected of a purely judicial body. If a Great Power like France had the right to enter into military alliances of such vast extent, without considering existing treaties, Germany possessed the right to ensure the protection of her territory by restoring her rights of sovereignty within her own boundaries.

Now that equality of rights had been secured, the German people henceforth desired to co-operate to the best of its ability in building up a real European solidarity, and to put an end to the period of strained relations and of Franco-German wars. In this spirit, the German Chancellor had offered an agreement guaranteeing the peace of Europe for twenty-five years. He was well aware that the Council was not the competent body for dealing with these suggestions, but the Council could not ignore them.

M. von Ribbentrop ended by expressing the hope that the Council would appreciate the importance of the historical decision it was called upon to take in order to pave the way for a better future in Europe.



At the meeting held in the afternoon of March 19th, Mr. Bruce, speaking as representative of Australia, said that he would vote for the resolution submitted by France and Belgium. But the Council had a further duty under Article 7 of the Locarno Treaty, which stipulates that that Treaty does not restrict the duty of the League to take whatever action may be deemed wise and effectual to safeguard the peace of the world. The system which the nations had endeavoured to create since the end of the World War was based on the scrupulous observance of treaties and on the fact that no Power could free itself from the obligations it had undertaken by unilateral action. He was not without hope that a measure of co-operation between all the Powers concerned would be forthcoming, whereby a satisfactory solution could be found. In the light of the experience of the years since the War, it was necessary that the whole system of international co-operation should be reviewed.

The Council then voted by roll call on the resolution submitted by France and Belgium. All the Members voted for the resolution except the Chilean representative, who abstained, and Germany, who voted against.*

The President declared that the resolution was carried unanimously, the negative vote of one of the guarantor Powers under the Treaty of Locarno not being counted in determining unanimity.

M. von Ribbentrop then made a formal protest against the Council resolution, referring to his declaration that it was not Germany that had broken the Treaty of Locarno, but France by concluding a military alliance with the Union of Soviet Socialist Republics. The German Government and nation were convinced that the Council's resolution would not be ratified by history.

M. Flandin (France), after pointing out that under international law, no one had the right to take the law into his own hands, again declared that France was ready, if the German Government so desired, to have the dispute which the German representative had once again raised, settled by the Permanent Court of International Justice.

While the Council was in session, the representatives of the signatories of the Locarno Treaty other than Germany had been considering the situation in London. On March 19th, the representatives of Belgium, France, United Kingdom and Italy agreed on a number of

"proposals" which, after being submitted to their respective governments, were communicated by the British Government for information to the Council on March 20th. These proposals are given as a supplement to this issue of the Monthly Summary.

But on March 24th, the Council observed that no definite application requiring immediate action was before it. Accordingly, after thanking the United Kingdom Government for its communication, it decided that action on its part should be suspended for the moment, owing to the conversations that were then taking place. The Council invited the Governments of the Members of the League that were signatories of the Locarno Treaty to keep it informed of the progress of these conversations, and decided to meet again at Geneva as soon as circumstances showed that it was desirable for the matter to be further considered.

2. DISPUTE BETWEEN ETHIOPIA AND ITALY.

(a) *Committee of Eighteen.*

The Committee of Eighteen met under the chairmanship of M. de Vasconcellos (Portugal) on March 2nd to receive the second report of the Committee of Experts instructed to follow the application of sanctions and to give further consideration to the possibility of applying Proposal IVA. (embargo on consignments to Italy of petroleum, coal, pig-iron and steel).

I.—The Committee of Experts on the Application of Sanctions in its second report † dealt with three subjects: (1) the application of the Co-ordination Committee's proposals by the members of the Committee; (2) the preparation and dispatch of a questionnaire on statistics of trade with Italy; (3) the possible increase of the percentage of additional value that must have been acquired by goods of Italian origin as the result of their transformation in another country, in order that they may cease to be deemed Italian goods; the present proportion is 25%.

The Committee of Eighteen agreed with the Committee of Experts that the application of the Co-ordination Committee's proposals by the members of that Committee was, on the whole, proceeding satisfactorily. But there were certain gaps, and the Committee considered what measures should be taken to remedy these, such as the application of sanctions in certain colonial territories and negotiations with a view to their application in Morocco, where the situation is somewhat exceptional.

* The representative of Ecuador was not present at the meeting.

† See Monthly Summary, Vol. XVI., No. 2, page 44.

Proposals were at the same time submitted to the Committee of Eighteen by the French delegate, M. Flandin, to clear up certain points as regards the application of Proposal III. (prohibition of import of Italian goods). These proposals related to: (1) the additional value acquired by Italian goods owing to their transformation in third countries; (2) certificates of origin; (3) contracts on which payment has been made in advance.

II.—As regards the application of Proposal IV^A., investigations related solely to petroleum and petroleum products. The Committee of Eighteen took note of the Experts' report on the trade in and transport of petroleum * and, after paying a tribute to their work, it requested them to meet again and decide upon the method whereby an embargo on the export and transport of petroleum and petroleum products to Italy should be applied, if such an embargo were agreed upon.

III.—Certain points in the report of the Expert Committee on the application of sanctions had to be further examined by the experts, with M. Westman (Sweden) as chairman, before the Committee of Eighteen took a decision in regard to them. This was so in the case of: (1) further information from Governments as to measures taken by them to apply sanctions; (2) M. Flandin's proposals regarding the prohibition to import Italian goods; (3) questions of indirect supply. The Expert Committee's observations on these various points will be laid before the Committee of Eighteen.

IV.—The Expert Committee on the Trade in and Transport of Petroleum also met under the chairmanship of M. Gomez (Mexico) to consider the methods of applying any embargo that might be decided on as regards the export and transport of petroleum and petroleum products to Italy. The Committee considered the measures that seemed likely to be most effective in enforcing such an embargo. It held that such measures were of two classes:

(1) The extension of Proposal IV. (embargo on the consignment of certain commodities to Italy) to petroleum products and their principal substitutes;

(2) A prohibition on the direct or indirect transfer of tankers registered in one of the participating States to the Italian flag and on their entry into ports of Italy or Italian possessions (save in certain specified cases).

Before any decision was reached on this embargo, M. Flandin, the French representative pointed out that the work of the Committee of

Eighteen had always been considered to be closely related to that of the Committee of Thirteen. This latter Committee at its last session † had said that it was determined to neglect no opportunity of facilitating and hastening a settlement of the Italo-Ethiopian conflict through an agreement between the parties within the framework of the Covenant. M. Flandin thought it would be opportune to ask the Committee of Thirteen to meet again and to see whether it could not make a fresh appeal to the belligerents to put an end to the war.

Mr. Eden (United Kingdom) agreed that a new attempt should be made by the Committee of Thirteen for the suspension of hostilities within the framework of the Covenant and announced that his Government was favourable to the introduction of an embargo on petroleum by Members of the League and ready to share in the prompt application of such a sanction, if the other Members of the League that transported petroleum were also prepared to act.

(b) *Committee of Thirteen.*

M. Flandin's proposal was supported by M. Komarnicki (Poland) and M. Lopez Olivan (Spain) and a meeting of the Committee of Thirteen was held on March 3rd under the chairmanship of the last mentioned.

The Committee of Thirteen, after considering the position, decided to "address to both belligerents an urgent appeal for the immediate opening of negotiations in the framework of the League of Nations and in the spirit of the Covenant, with a view to the prompt cessation of hostilities and the definitive restoration of peace."

On March 5th, the Emperor of Ethiopia, Haile Selassie, announced that he agreed "to the opening of negotiations, subject to the provisions of the Covenant being respected." He noted that the Committee of Thirteen's proposal was made "and that the negotiations will be conducted in the spirit of the Covenant and in the framework of the League of Nations."

On March 8th, the Italian Government announced that "in response to the appeal which has been addressed to it, it agrees in principle to the opening of negotiations concerning the settlement of the Italo-Ethiopian conflict." The Committee of Thirteen was to have met at Geneva on the 10th March to take note of these replies. Owing to the international crisis provoked by Germany's repudiation of the Treaty of Locarno, an extraordinary session of the Council was summoned in London and

* See Monthly Summary, Vol. XVI., No. 2, page 45.

† See Monthly Summary, Vol. XVI., No. 1, page 7.

the Committee of Thirteen met in that capital on March 23rd under the chairmanship of M. de Madariaga (Spain).

The Committee of Thirteen decided "to request its chairman, assisted by the Secretary-General, to get into touch with the two parties and to take such steps as may be called for in order that the Committee may be able, as soon as possible, to bring the two parties together and, within the framework of the League of Nations and in the spirit of the Covenant, to bring about the prompt cessation of hostilities and the final restoration of peace."

At the same meeting, the Committee of Thirteen noted that several of the communications received from the Italian or Ethiopian Governments contained charges of the violation of international undertakings providing either for the proper treatment of wounded, dead and prisoners or the normal working and safety of Red Cross ambulances or again, the prohibition of the use in warfare of asphyxiating, poisonous or similar gases.

As regards the violation of the Conventions

concluded at Geneva under the auspices of the Red Cross, the Committee noted that the Italian Government, when denouncing abuses of the Red Cross sign and various atrocities on March 16th, had stated that "they were being reported to the International Committee of the Red Cross for necessary action." The same conventions applied to the bombardments of Red Cross ambulances reported by the Ethiopian Government.

The Committee felt bound to draw the attention of the Italian Government to the Ethiopian Government's charges concerning the use by the Italian army of methods of warfare whose employment is prohibited by engagements entered into within the League under the Protocol of June 17th, 1925, to which the Italian and Ethiopian Governments are parties.

The Committee therefore asked the Italian Government for any observations it might desire to make in regard to the Ethiopian Government's charges as to the use by the Italian army of asphyxiating, poisonous or similar gases.

III.—TECHNICAL ORGANISATIONS.

I. TECHNICAL CO-OPERATION WITH CHINA.

The Council Committee on Technical Co-operation between the League and China met in Geneva from March 2nd to 5th, to consider the programme of work for 1936.

This Committee was set up in 1933 to advise the Council on questions concerning the plan of co-operation between the National Economic Council of China and the League's technical organisations. The co-operation had been undertaken at the request of the Chinese Government to afford the latter such assistance as it might require in technical matters.

The Committee was presided over by the President of the Council (the representative of Australia) and includes, at present, representatives of the following countries: United Kingdom, China, Denmark, France, Italy, Rumania, and Spain. The United States have an unofficial observer.

* * *

During its recent session, the Committee reviewed the position and considered the work to be done in 1936.

It is proposed that the co-operation should continue in its present form. The Nanking Administrative Centre has been maintained.

Agriculture has always been of primary importance to China, where it constitutes the

livelihood of the majority of the population. The problems arising out of the special conditions prevailing in the country have received close attention from the National Economic Council. One of these concerns the Agricultural Co-operative Societies, of which the size and number have grown rapidly in recent years. The Chinese Government, being convinced of their utility and of the necessity for encouraging their development, decided to obtain the advice of a highly qualified expert, and asked the League's assistance. Mr. Campbell, who had a great reputation in these matters in Ceylon, was accordingly engaged.

Another expert is M. B. Mari, who has been in China since the autumn of 1932 and who was engaged through the good offices of the League's Economic Organisation at the request of the Chinese Government. He is acting as a technical adviser to the National Economic Council on silk culture.

The National Economic Council has frequently called upon the League's Communications and Transit Organisation, whose representatives have given advice on road questions and river regulation and irrigation; their work of co-ordination has been of considerable value.

In 1934, at the Chinese Government's request, the Transit Organisation applied to certain specially qualified experts to study various

questions of capital importance for the country.* Four of these experts, after a preliminary investigation of the problems submitted to them, went to China, where they remained from December, 1934, to spring of 1935, and were able to obtain the data essential for the technical enquiries they were to undertake. With the aid of a fifth expert, who had already been associated in the preliminary work, they prepared a report, based on the individual drafts submitted by the experts specially assigned to the following problems: Yellow River—water conservancy in Shensi, irrigation in Suiyan—irrigation and flood-prevention on the Fen Ho in Shansi—improvement of the Hsiao-ching Ho—Northern Chinese Waterways—the Kuang Ting reservoir on the Yung Ting Ho (Hopei)—improvement works on the Hwai River—The Yang Tse Kiang—Road communications in China.

M. Bourdrez (Netherlands), who has been in China since the beginning of 1932, is at the service of the National Economic Council as an expert on water problems, in particular in connection with river regulation.

Following on last year's mission sent to China, the Chairman of the Communications and Transit Committee appointed one of its experts, M. Coursin, Chief Engineer of the French *Ponts et Chaussées* Department and Director of Public Works in Madagascar, to go to China as representative of the Transit Committee with the National Economic Council and to see to the co-ordination and effective application of the suggestions made by the experts. M. Coursin left Europe in November, 1935. His period of duty will end on October 15th, 1936. The last few months he will spend in Europe, to enable him to submit to the Chairman of the Transit Committee his views and suggestions as regards further co-operation between the Organisation and the Chinese Government.

The co-operation of the Health Organisation—to be followed later by that of the other technical organisations—was first asked for by the Chinese Government at the end of 1929 and was agreed to by the Council in May, 1930. It has resulted in a number of practical achievements by the Nanking Central authorities, who had with them from May, 1930, to the end of 1934, as representative of the Health Organisation, Dr. B. Borcic, who gave his active co-operation throughout that period to the Chinese Health Administration's technical work.

Dr. A. Stampar, honorary Director of Public Health in Yugoslavia and a former member of the League's Health Committee, was also placed at the disposal of the National Economic Council and the Health Administration of China in September, 1933, in accordance with the new plan inaugurated in that year. Dr. Stampar has been requested to assist the National Economic Council in the matter of rural reconstruction.

At that time the Economic Council had decided to concentrate its general reconstruction work on two regions, one in the north-west (Shensi and Kansu) and the other in Kiangsi. These two regions were selected partly on account of agricultural distress, and especially of the infectious diseases among human beings and animals then prevalent in the north-west. As far back as November, 1933, Dr. Stampar began in these Provinces a study of the situation. By the end of 1935 he had made a health survey of Kiangsi, Hunan, Szechwan, Kwangsi, Yunnan, Fukien, Ninghsia, Chinghai, Kansu, Shensi, Chahar, Suiyuan, Hopei, and Hokonor.

At the request of its Chinese member, the China Committee of the Council decided to extend the plan of technical co-operation in a new direction: the Chinese National Economic Council attaches great importance to opportunities for its own specialists to gain knowledge of the handling of problems of reconstruction, administration, finance, health, irrigation, etc., in other countries. It therefore desired to send selected specialists abroad under the plan of co-operation with the League. These specialists will utilise the machinery of the Secretariat's technical organisations to obtain experience and insight into administration and reconstruction work in other countries.

They will rank as temporary members of the Secretariat for the purpose, and will be given the facilities they require, both at Geneva where a good deal of information on this matter is available in the archives of the Secretariat and the International Labour Office, and also in the other countries that they may visit. After spending a short period in Geneva, they may be sent on temporary missions to other countries, under a plan to be drawn up by the Secretariat.

2. REFORM OF THE TRANSIT ORGANISATION.

The Special Committee for the Reform of the Transit Organisation met at Geneva from March 24th to 27th. M. V. Krbec, Chairman of the Advisory and Technical Committee on Communications and Transit, presided.

* See Monthly Summary, Vol. XIV., No. 11, page 268, and Vol. XV., No. 12, page 331.

Last January* the Council asked the Communications and Transit Committee to submit new draft rules of procedure, to be based on the recommendations of the Special Committee on the Constitution and Working of League Committees.

In execution of the Council's resolution, the Chairman of the Communications and Transit Committee asked a special committee, consisting of the Chairman and Vice-Chairmen of the full Committee, the Chairmen of its various permanent committees, and the members of its

Permanent Legal Committee to prepare the rules in question.

The Special Committee had a preliminary discussion and will meet again before the Council's next session and submit final conclusions to that body.

The following attended the meeting: M. V. Krbec, Chairman (Czechoslovak), M. A. de Castro (Uruguayan), M. R. Herold (Swiss), M. J. Hostie (Belgian), M. René Mayer (French), M. V. Moderow (Polish), M. G. Nauta (Netherlands), M. M. Nordberg (Finnish), Count E. Piola-Caselli (Italian), M. I. Subotitch (Yugo-slav).

IV.—SOCIAL AND HUMANITARIAN QUESTIONS.

TRAFFIC IN OPIUM. MEETING OF THE PERMANENT CENTRAL OPIUM BOARD.

The Permanent Central Opium Board held its twenty-sixth session in Geneva from March 24th to 31st, under the chairmanship of Mr. L. A. Lyall (British).

The Board re-elected Mr. Lyall and Mr. May as Chairman and Vice-Chairman for the coming year. It appointed Mr. May as its representative on the Supervisory Body which, under the 1931 Limitation Convention, establishes the estimates of the drugs required by the various countries for medicinal purposes.

The Board then examined the discrepancies between import and export statistics, in the light of the explanations received from various Governments. It also considered the cases in respect of which no replies had been received, and others on which no action had yet been decided.

* * *

In examining the Secretary's Progress Report, the Board noted with satisfaction that the Union of Soviet Socialist Republics had recently ratified the Opium Conventions, and stressed the desirability of increasing the number of ratifications of these Conventions.

The Board was informed that the competent authorities of the International Zone at Tangier had now undertaken to send quarterly import and export statistics.

The Board considered the correspondence exchanged with the Peruvian Government concerning the latter's inability to supervise the production of coca leaves. It noted that Peru was engaged in framing regulations for the control of crude cocaine.

Attention was given to the necessity for amending the statistical forms now in use,

having regard to the complicated process of extracting morphine from crude opium and the practical impossibility of producers furnishing exact figures before the process was finished.

The Board examined certain discrepancies in the statistical returns of raw opium exported from Turkey to Japanese territories, and the explanations given by the Turkish authorities. It noted the supplementary information furnished by its Japanese member.

The explanations received from the Swedish, French, and Bulgarian Governments concerning their manufacture of drugs in excess of the estimates for 1934 were also considered.

* * *

In its report to the Council, the Board draws attention to the danger arising from the fact that more opium is grown in the world than can legitimately be consumed.

The report also deals with the manner in which Governments have fulfilled their obligations under the 1931 Convention as regards manufacture, imports, consumption, and conversion of drugs. It concludes that less drugs were manufactured in 1934 than were needed to meet the world's requirements, and that the stocks in hand at the end of the year were not unduly large.

It also shows that the consumption of drugs manufactured from both opium and coca leaves has now fallen far below the world requirements for these drugs as estimated by the Limitation Conference in 1931.

The stocks of the various drugs held at the end of the year 1934 throughout the world amount to about one year's consumption, which the Board does not think excessive.

Dealing with seizures, the Board states that, although there is much smuggling in opium and Indian hemp, the Government authorities

* See Monthly Summary, 1936, Vol. XVI., No. 1, page 18.

seem to be able to deal with this aspect of the illicit traffic. The same cannot be said of the smuggling of manufactured drugs. It concludes by pointing out that the large number of drug addicts in the United States and Canada, where the control of manufacture is extremely strict, indicates that the present system of fighting the illicit traffic is not sufficiently effective. This traffic is not fostered by authorised, but

by clandestine factories, which must be producing many tons of drugs annually.

The following attended the session : Mr. L. A. Lyall (British), Sir Atul Chatterjee (India), Mr. Herbert L. May (American), Professor Tiffeneau (French), Professor Ferrari dalle Spade (replacing Professor Gallavresi) (Italian), M. D. Milicevic (Yugoslav), and M. Kusama (Japanese).

V.—INTELLECTUAL CO-OPERATION AND INTERNATIONAL BUREAUX.

MEETING OF THE DIRECTORS' COMMITTEE OF THE INTERNATIONAL MUSEUMS OFFICE.

The Directors' Committee of the International Museums Office met on March 20th and 21st in Paris. Sir Eric Maclagan, Director of the Victoria and Albert Museum, London, was in the chair.

A report from M. Foundoukidis, Secretary-General of the Office, on the various branches of its activity, was laid before the Committee. The Committee dealt in particular with the protection of national artistic and historical property. The Secretary-General was instructed to prepare, with a view to general acceptance, a draft of international regulations for art exhibitions ; in the draft, due attention will be paid to the desire to preserve works of art, while making them known to the public by means of exhibitions.

The Committee unanimously agreed that regulations for international exhibitions would help to avoid overlapping, would diminish the risk of transport, and would ensure for such undertakings a success that would compensate for the heavy outlay they involved. The questions of the safety of exhibition buildings, of compensation to museums lending their works of art, and of insurance will also be dealt with in the proposed agreement.

The Committee also discussed the action to be taken to follow up the Madrid Conference, which dealt with the architecture and arrangement of art museums. A further conference, as a natural consequence of the first, will consider the social and educational rôle of the museum.

The Committee set up a number of international drafting committees for preparing lists of the following collections : Greek and Greco-Roman antiquities ; Byzantine art collections ; collections prior to Columbus ; Egyptian antiquities ; Far Eastern art ; musical instruments ; collections of engravings ; collections of coins. The first series of lists giving an inventory of museums and collections is now being prepared by the Museums Office.

The Office has agreed to make an enquiry into the existing practice in different countries as regards the trade in works of art (public sales, import and export, customs legislation, examinations by experts, etc.). The purpose of this investigation will be to determine the points on which international action by the Office might be useful.

The following attended the meeting : for the United Kingdom, Sir Eric Maclagan, Director of the Victoria and Albert Museum, London ; for France, M. Henri Verne, Director of the National Museums ; for Austria, Professor A. Stix, Director-General of the Vienna Museums ; for Holland, Doctor F. Schmidt-Degener, Director-General of the Amsterdam Museums ; for Spain, M. F. J. Sanchez Canton, Director of the Prado Museum ; for Italy, M. F. Pellati, Senior Inspector of Fine Arts. The International Institute of Intellectual Co-operation was represented by its Director, M. Henri Bonnet.

Mr. Herbert E. Winlock, Director of the New York Metropolitan Museum, and M. E. Sugi, Director of the Tokio Imperial Museum, were unable to attend the meeting.

VI.—LEGAL AND CONSTITUTIONAL QUESTIONS.

INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The treaties and international engagements registered by the Secretariat of the League during March include :

The International Convention in regard to War Graves, signed at Berlin, December 20th,

1935, which came into force on the same date, presented by the United Kingdom.

A Treaty of Conciliation, Judicial Settlement and Arbitration between Bulgaria and Spain (Sofia, June 26th, 1931), presented by Spain.

A second additional Protocol to the Convention of Commerce and Navigation of March 2nd,

1927, between Finland and Czechoslovakia (Prague, January 28th, 1936), presented by Finland.

An Exchange of Notes between Spain and the Irish Free State, constituting a commercial agreement (Madrid, April 1st and 4th, 1935), presented by Spain.

A Commercial Agreement between Sweden and Turkey (Ankara, February 27th, 1936), presented by Sweden.

A Clearing Agreement between Sweden and Turkey (Ankara, February 27th, 1936), presented by Sweden.

An Agreement between Great Britain and Northern Ireland and Turkey respecting trade and payments (Ankara, June 4th, 1935), presented by the United Kingdom.

A Convention of Commerce and Navigation between Spain and France (Madrid, December 21st, 1935), presented by Spain.

An Exchange of Notes between Spain and Nicaragua, constituting an agreement prohibiting the trade in and circulation and exhibition of films disparaging either of the Parties (Managua, November 6th, 1935), presented by Spain.

An Exchange of Notes between Spain and Guatemala, constituting an agreement regarding the prohibition of the trade in and circulation, preparation, and exhibition of films disparaging either of the Parties or the other Hispano-American countries (Guatemala, August 14th, 1935), presented by Spain.

An Additional Convention between Belgium and Costa Rica regarding the application to the Belgian Congo and to the territories of Ruanda-Urundi of the extradition treaty of April 25th, 1902 (San José de Costa Rica, February 3rd, 1933), presented by Belgium.

An Additional Convention between Belgium and Honduras regarding the application to the Belgian Congo and to the territories of Ruanda-Urundi of the extradition treaty of April 19th, 1900 (Guatemala, June 17th, 1935), presented by Belgium.

An Exchange of Notes between the Argentine and Spain regarding the addition of swindling

to the crimes enumerated in Article II. of the extradition treaty concluded between the two countries on May 7th, 1881, presented by Spain.

A Convention of Extradition and Judicial Assistance in Criminal Matters between Estonia and Hungary (Tallinn, August 8th, 1934), presented by Estonia.

A Convention between Hungary and Italy regarding the development of Hungarian traffic in transit through the port of Fiume (Rome, November 18th, 1934), presented by Hungary.

A Convention between Denmark and Sweden for common supervision to prevent the smuggling of alcoholic liquors (Stockholm, October 28th, 1935), presented by Denmark.

An Exchange of Notes between Germany and Spain, constituting an agreement extending the scope of the additional protocol of February 9th, 1931, regarding the establishment and operation of regular air-lines (Madrid, December 4th and 11th, 1934), presented by Spain.

An Exchange of Notes between Germany and Spain, constituting an agreement regarding the establishment and operation of regular air-lines (Madrid, December 28th, 1934, and January 7th, 1935), presented by Spain.

An Exchange of Notes between Great Britain and Northern Ireland and Portugal, constituting an agreement regarding the operation of air services over British and Portuguese territories in Africa (Lisbon, October 24th, 1935), presented by the United Kingdom.

A Payments Agreement between Bulgaria and Spain (Sofia, November 19th, 1934), presented by Spain.

A Payments Agreement between Great Britain and Northern Ireland and Spain (Madrid, January 6th, 1936), presented by both Governments.

An Exchange of Notes between the United States of America and Belgium, constituting an agreement for the prevention of double taxation on profits accruing from the business of shipping in either country (Brussels, January 28th, 1936), presented by Belgium.

VII.—INTERNAL ADMINISTRATION.

APPOINTMENT OF A LEGAL ADVISER.

The Secretary-General informed the Council in May, 1935, that, owing to the departure of M. J. A. Buero, he intended to offer the post of Legal Adviser to the League of Nations Secretariat to Dr. L. A. Podesta Costa. On September 6th, 1935, the Council finally approved of this appointment.

M. Podesta Costa took up his duties on March 30th, 1936.

* * *

M. Podesta Costa was born in Buenos Aires in 1885.

He was Prizeman and Gold Medallist of the Faculty of Law at Buenos Aires (1917); Assistant Professor of Public International Law

in the University of Buenos Aires (1919); Diplomatic Editor of "La Nación," Buenos Aires (1926); Deputy Delegate to the American Council of Jurists which met at Rio de Janeiro to undertake the amendment of international law (1927); Legal Assessor to the Argentine Delegation at the Havana Pan-American Conference (1928); Plenipotentiary of the Argentine Republic at the Washington Conference of Conciliation and Arbitration (1929); Professor of International Commercial Law at Buenos Aires University (1930); Counsellor of Embassy

(1931); head of the Political Division at the Ministry for Foreign Affairs (1933); Legal Adviser to the Argentine Delegation at the Geneva Disarmament Conference (1932); Director-General of the Ministry for Foreign Affairs (1933); Plenipotentiary at the VIIth Pan-American Conference, Montevideo (1933); Counsellor of the Faculty of Economic Science (1934); Plenipotentiary of the Argentine Republic at the Chaco Peace Conference (1935); Secretary-General of the Chaco Peace Conference (1935).

VIII.—NEW LEAGUE PUBLICATIONS.

MONTHLY BULLETIN OF STATISTICS.

The March number of the *Monthly Bulletin of Statistics of the League of Nations* gives, in addition to the recurrent tables, information on World Trade, Trade of Important Countries, Commodity Prices, and Building Activity.

The *gold value of world trade* rose considerably in the last quarter of 1935, when it was 6.6% higher than in the corresponding quarter of 1934. This rise is partly due to an increase in gold prices (about 3.5%), the increase in the *quantum* being about 3%. The *quantum* of trade during the last quarter of 1935 reached 84.1% of its level in 1929; this is the highest figure recorded since the end of 1931.

Although the gold value of world trade showed the usual seasonal decline in January, 1936, it nevertheless remained about 6% higher than in January, 1935. The decline from December to January amounted to 5.8%—a somewhat less accentuated drop than in previous years, when the corresponding decline was 6.4% (in 1935) and 8.5% (in 1934).

The *prices of important basic commodities in terms of gold* showed, on the whole, a rising tendency during the second half of 1935. Prices of foodstuffs such as beef, butter, rice, and wheat rose considerably; those of tea and coffee have showed a less definite upward movement. Textiles, such as wool and natural silk, have continued to rise; cotton prices in the U.S.A., and rubber prices, also rose during the last months of 1935. On the other hand, prices of timber, wood pulp, and artificial silk remained stable.

Coal, steel, and tin prices maintained their level, while petroleum rose sharply and copper continued its previous upward movement. After a sharp rise, lead prices declined during the last quarter of 1935, and those of zinc a similar movement.

Judging from the statistics of building-permits, the immediate prospects of the *building industry* are better than they were a year ago in the majority of countries for which particulars are available. These statistics for the second half of 1935, compared with the second half of 1934, show the following increase for all classes of building taken together: U.S.A., 95%; Germany, 66%; Australia and New Zealand, about 50%; Belgium, 36%; Canada, 31%; South Africa, United Kingdom, and Poland, about 25%; Finland, 13%; Argentine, 11%; Czechoslovakia, 3%. On the other hand, a decline appears in Chile, 1%; Hungary, 5%; Sweden and France, 15%; Netherlands, 23%; and Switzerland, 44%.

Compared with 1929, building activity in 1935, as a whole, was particularly marked in the United Kingdom, Norway, Sweden, and Chile.

The indices of *Industrial Activity* for the last quarter of 1935 show an increase over the corresponding quarter of the preceding year in all countries for which these figures are available. The greatest increase is apparent in the U.S.A. (28%); then follow Belgium and Germany (19%), Czechoslovakia (18%), Canada (17%), Austria (13%), Hungary (9%), Japan, Norway and the United Kingdom (8%), Denmark (6%), Chile (5%), Poland (4%), France and the Netherlands (about 2%).

Industrial production in 1935 was, on the whole, greater, though to a varying extent, than in 1929 in the U.S.S.R., Japan, Chile, Greece, Rumania, Hungary, Denmark, Finland, Estonia, Sweden, Norway, and the United Kingdom. On the other hand, it still fell short of the 1929 level by more than 30% in France, Netherlands, Poland, and Czechoslovakia, between 20 and 30% in the United States, Canada, Austria, and Belgium, over 10% in Italy and Spain, and less than 10% in Germany.

IX.—FORTHCOMING LEAGUE MEETINGS.

- April 15th.—Advisory Committee of Experts on Slavery, Geneva.
- April 20th.—Traffic in Women and Children Committee, Geneva.
- April 27th.—Committee of Experts on International Loan Contracts, Geneva.
- April 27th.—Committee on the Composition of the Council, Geneva.
- April 27th.—Child Welfare Committee, Geneva.
- April 27th ?—Supervisory Commission, Geneva.
- April 29th.—Health Committee, Geneva.
- April 29th.—Governing Body of the Nansen International Office for Refugees, Geneva.
- April 30th.—Finance Committee, Geneva.
- May 4th.—Committee on the Allocation of Expenses, Geneva.
- May 4th.—Drafting Committee of the Mixed Committee on Nutrition, Geneva.
- May 11th.—92nd (Ordinary) Session of the Council, Geneva.
- May 11th.—Sub-Committee on Seizures: Sub-Committee of the Opium Advisory Committee, Geneva.
- May 18th.—Advisory Committee on Traffic in Opium and other Dangerous Drugs, 21st Session, Geneva.
- May 27th.—Permanent Mandates Commission, Geneva.
- June 2nd.—Drafting Committee of the Mixed Committee on Nutrition, Geneva.
- June 4th.—Mixed Committee on Nutrition (Second Session), Geneva.
- June 8th.—Conference for the Suppression of the Illicit Traffic in Dangerous Drugs, Geneva.
- June 8th.—Permanent Committee on Arts and Letters, Budapest.
- June 15th.—Bureau of the Health Committee, Moscow.
- June 18th.—Fiscal Committee, Geneva.
- June 29th.—Expert Committee on Economic Cycles, Geneva.
- July 2nd.—Inter-Governmental Conference to establish the Legal Status of Refugees from Germany, Geneva.
- July 3rd-4th.—Committee of Representatives of Scientific Unions, Geneva.
- July 6th-7th.—Comité d'Entente des Grandes Associations internationales, Geneva.
- July 8th-9th.—Advisory Committee on League of Nations Teaching, Geneva.
- July 10th-11th.—Executive Committee of the Committee on Intellectual Co-operation and Director's Committee of the Organisation, Geneva.
- July 13th-18th.—18th Plenary Session of the International Committee on Intellectual Co-operation, Geneva.
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PERMANENT COURT OF INTERNATIONAL JUSTICE.*

I. REVISION OF THE RULES.

The Court has now completed the revision of its Rules which it had undertaken in order, *inter alia*, to bring them into harmony with its Statute, that is to say, with the amendments introduced into the Statute by the Protocol of September 14th, 1929, which came into force on February 1st, 1936. The new text of the Rules was adopted by the Court on March 11th, 1936, and came into force on that date. It has been communicated through the Secretary-General of the League of Nations to Members of the League and directly by the Registry of the Court to other States entitled to appear before the Court.

2. THE LOSINGER & CO. CASE (SWITZERLAND—YUGOSLAVIA).†

At the request of the Yugoslav Government, the Court, on March 2nd, 1936, made an Order extending until March 27th, April 10th, and April 24th, 1936, the respective time-limits originally fixed for the presentation of the Counter-Memorial by the Yugoslav Government, the Reply by the Swiss Government, and the Rejoinder by the Yugoslav Government.

On March 27th, 1936, the Yugoslav Government, through its Agent before the Court, lodged a preliminary objection praying the Court to declare that it has no jurisdiction to deal with the dispute submitted by the Swiss Government under Article 36 of the Statute and, alternatively, to declare that the Application of the Swiss Government cannot be entertained because the judicial remedies placed at the disposal of the firm Losinger & Co. by Yugoslav municipal law have not been exhausted.

By an Order made on March 28th, the President of the Court has fixed April 24th, 1936, as the date of expiry of the time-limit within which the Swiss Government may present a written statement of its observations and submissions in regard to the objection of the Yugoslav Government.

3. THE PAJZS, CSAKY AND ESTERHAZY CASE (HUNGARY—YUGOSLAVIA).†

The Yugoslav Government has appointed as its Agent in this case—instead of the Yugoslav

Minister in London—M. Slavko Stoykovitch, Agent-General for the Yugoslav Government, before the Mixed Arbitral Tribunals set up under the Peace Treaties.

On March 4th, that is to say, before the date of expiry of the time-limit allowed for the presentation of the Counter-Memorial, the Yugoslav Government filed with the Registry of the Court a document entitled "Counter-Memorial of the Yugoslav Government comprising the document submitting the objection lodged with the Permanent Court of International Justice in the case brought by the Hungarian Government appealing from Judgments Nos. 747, 749, and 750 rendered by the Hungaro-Yugoslav Mixed Arbitral Tribunal."

By an Order made on March 10th, the Court fixed April 3rd, 1936, as the date of expiry of the time-limit within which the Hungarian Government may present a written statement of its observations and submissions in regard to the objection of the Yugoslav Government.

4. THE CASE CONCERNING PHOSPHATES IN MOROCCO (ITALY—FRANCE).

On March 30th, 1936, the Court received from the Italian Government an Application instituting proceedings against the French Government. The Application relies on the declarations by Italy and France acceding to the Optional Clause of Article 36, paragraph 2, of the Court's Statute. It relates to a dispute which has arisen between the two Governments as a result of measures taken in connection with the discovery and working of phosphates in Morocco by the Administration of Morocco (in particular the Mines Department) or by the French authorities in Morocco and by the French Government, in its capacity as holder of the Protectorate over Morocco. According to the Application, these measures are inconsistent with the international obligations of Morocco and of France under the General Act of Algeciras of April 7th, 1906, and the Franco-German Treaty of November 4th, 1911, to which the Italian Government has acceded; alternatively, it is contended that they are inconsistent with the international obligation of Morocco and France to respect the vested rights of an Italian company.

The Italian Government's Application was at once communicated by the Registry to the French Government; it will also form the subject of the other communications prescribed by the Statute and Rules of Court.

* This Chapter has been compiled on the basis of information furnished by the Registry of the Court.

† See Monthly Summary, Vol. XVI., No. 2, page 59.

The Italian Government has appointed as its Agent before the Court M. Raffaele Montagna, Councillor of State and legal adviser to the Royal Ministry for Foreign Affairs.

5. PROTOCOL OF 1920 CONCERNING THE COURT'S
STATUTE : PROTOCOL OF 1929 CONCERNING
THE ADHESION OF THE UNITED STATES OF
AMERICA ; OPTIONAL CLAUSE.

The permanent Delegate of Turkey accredited to the League of Nations signed, on behalf of his Government, on March 12th, 1936 :

The Protocol of Signature concerning the Statute of the Permanent Court of International Justice (Geneva, December 16th, 1920) ; and

The Protocol relating to the accession of the United States of America to the Protocol of Signature of the Statute of the Permanent Court of International Justice (Geneva, September 14th, 1929).

The Permanent Delegate of Turkey signed at the same time the Optional Clause provided in the Protocol of Signature of the Statute of the Court, and made the following declaration :

Translation.

On behalf of the Turkish Republic, I recognise as compulsory, *ipso facto*, and without special agreement, in relation to any Member of the League of Nations or State accepting the same obligation, that is to say, on condition of reciprocity, the jurisdiction of the Court in conformity with Article 36, paragraph 2 of the Statute of the Court, for a period of five years, in any of the disputes enumerated in the said Article arising after the signature of the present declaration, with the exception of disputes relating directly or indirectly to the application of treaties or conventions concluded by Turkey and providing for another method of peaceful settlement.

SUPPLEMENT.

TEXT OF PROPOSALS DRAWN UP BY THE REPRESENTATIVES OF BELGIUM, FRANCE, UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND, AND ITALY.

The representatives of Belgium, France, the United Kingdom of Great Britain and Northern Ireland, and of Italy, having met to examine the situation created by the communication addressed to their respective Governments by the German Government on March 7th, 1936.

I.

Take note of the draft resolution submitted to the Council of the League of Nations in the name of Belgium and France, by which the fact of the breach by Germany of Article 43 of the Treaty of Versailles has been established with a view to giving notice thereof to the Powers Signatories of the Treaty of Locarno.

They further take note of the support given to this draft resolution by the Governments of the United Kingdom and Italy.

II.

Whereas :

(1) Scrupulous respect for all treaty obligations is a fundamental principle of international life and an essential condition of the maintenance of peace ;

(2) It is an essential principle of the law of nations that no Power can liberate itself from the engagements of a Treaty nor modify the stipulations thereof except with the consent of the other Contracting Parties ;

(3) The breach of Article 43 of the Treaty of Versailles and the unilateral action taken by the German Government in violation of the Treaty of Locarno without recourse to the procedure laid down by the Treaty of Locarno for the settlement of disputes conflict with these principles ;

Consider that :

1. By this unilateral action the German Government confers upon itself no legal rights ;

2. This unilateral action by introducing a new disturbing element into the international situation must necessarily appear to be a threat to European security.

III.

Declare that nothing that has happened before or since the said breach of the Treaty of Locarno can be considered as having freed the Signatories of that Treaty from any of their obligations or guarantees and that the latter subsist in their entirety,

Undertake forthwith to instruct their General Staffs to enter into contact with a view to arranging the technical conditions in which the obligations which are binding upon them should be carried out in case of unprovoked aggression.

IV.

Decide to invite the German Government to lay before the Permanent Court of International Justice at The Hague the argument which it claims to draw from the incompatibility between the Franco-Soviet Pact of Mutual Assistance and the Treaty of Locarno, and to undertake to accept as final the decision of the said Court, without prejudice to the operation of paragraph 7 (2) below.

The French Government declares that it has already agreed that the said Court should be seized of the question stated above.

V.

Decide in the name of their Governments jointly to invite the German Government to subscribe to the following provisional arrangements which shall remain valid until the conclusion of the negotiations referred to in paragraph 7 below.

(1) All despatch of troops or war material into the zone defined by Article 42 of the Treaty of Versailles will be immediately suspended ; in consequence the forces stationed there will not exceed . . . battalions and . . . batteries of artillery (insert here the official figures given by the German Government) ;

(2) The paramilitary forces (S.A., S.S., Labour Corps and other organisations) stationed in the said zone will be strictly maintained as they were before March 7th, 1936 ; in particular they shall in no case be formed into large units or serve directly or indirectly for the reinforcement of troops ;

(3) No works of fortification or preparation of groundworks shall be proceeded with in the said zone. No landing ground will be laid out, equipped or improved there.

The Governments of France and of Belgium undertake similarly to suspend during the period any despatch of troops into the zones adjoining the frontiers between their countries and Germany.

VI.

Decide to take, for the same period, all the necessary measures with a view to :

(1) Create an international force, including detachments from the armies of the guarantor

Powers, to be stationed, with the agreement of all the Governments concerned, in a zone contained between the Belgian-German and Franco-German frontiers on one side, and on the other a line situated to the east of the said frontiers and following them at a distance of approximately twenty kilometres, this zone being entirely reserved for occupation by the said international force ;

(2) Set up an international commission whose duty it shall be to supervise the carrying out of the obligations undertaken by the Powers which have formed the above-mentioned force, as well as by Belgium, France, and Germany, for the eventual execution of Paragraphs V. and VI. (1) above.

VII.

Taking note of the proposals made by Germany in the memorandum communicated to them on March 7th.

Decide, so far as they are concerned, to propose to the German Government, if that Government explicitly accepts the invitations addressed to it in pursuance of the preceding paragraphs, that it should take part in negotiations which would be based in particular on the following elements :

(1) Examination of the proposals Nos. 2 to 5 made by Germany in the memorandum of March 7th ;

(2) Revision of the status of the Rhineland ;

(3) Drawing up of mutual assistance pacts open to all the signatories of the Treaty of Locarno and intended to reinforce their security.

So far as concerns the Four Powers represented in London the reinforcement of their security provided for will include in particular obligations of mutual assistance between Belgium, France, the United Kingdom, and Italy, or any of them, with suitable provisions to ensure prompt action by the signatories in case of need as well as technical arrangements for the preparation of such measures as would ensure the effective execution of the obligations undertaken.

Further, the four Powers declare that they have agreed to press in the course of the negotiations for the adoption of provisions intended to prohibit or to limit the subsequent establishment of fortifications in a zone to be determined.

VIII.

Considering that the maintenance of peace and the organisation of collective security can only be assured by the respect for treaties and the limitation of armaments ; that the re-establishment of economic relations between the

nations on a healthy basis is equally necessary to the process of reconstruction.

Declare themselves ready :—

To support the introduction at the Council of the League of Nations of resolutions proposing to invite all the nations concerned to an international conference which would in particular examine :—

1. Agreements organising on a precise and effective basis the system of collective security and paying attention to the definition of the conditions in which Article XVI. of the Covenant of the League of Nations should be applied ;

2. Agreements tending to assure the effective limitation of armaments ;

3. International arrangements having as their object the extension of economic relations and the organisation of commerce between the nations ;

4. The proposals 6 and 7 made by the German Government in their memorandum of March 7th, as well as the suggestions made subsequently in regard to Austria and Czechoslovakia.

IX.

Recalling that, under Article 7 of the Treaty of Locarno, the obligations devolving upon their respective Governments do not restrict the duty of the League of Nations to take whatever action may be deemed wise and effectual to safeguard the peace of the world,

Referring to the resolution of the Council of the League of Nations of the 17th April, 1935, regarding the course to be adopted by the members of the League of Nations in the event of the unilateral repudiation of undertakings concerning the security of peoples and the maintenance of peace in Europe.

Decide :—

1. To notify the Council of the League of Nations, under Article 11 of the Covenant, of the unilateral action taken by Germany, action which appears a danger for European security and a threat to peace,

2. Consequently to propose the annexed resolutions to the Council of the League of Nations, it being understood that the German Government would be entitled to present its observations on the subject.

DRAFT RESOLUTION TO BE PRESENTED TO THE COUNCIL OF THE LEAGUE OF NATIONS.

I. The Council :

Recalling that it has itself on several occasions recognised, as has also the Assembly, the importance of the Treaties of Locarno from the point of view of the maintenance of peace and security.

Considering that :

1. Scrupulous respect for all treaty obligations is a fundamental principle of international life and an essential condition of the maintenance of peace ;

2. It is an essential principle of the law of nations that no Power can liberate itself from the engagements of a Treaty nor modify the stipulations thereof unless with the consent of the other contracting parties ;

3. The breach of Article 43 of the Treaty of Versailles and the unilateral action taken by the German Government in violation of the Treaty of Locarno without recourse to the procedure laid down by the Treaty of Locarno for the settlement of disputes, conflicts with these principles ;

Considers that :

1. By this unilateral action the German Government confers upon itself no legal rights ;

2. This unilateral action, by introducing a new disturbing element into the international situation, must necessarily appear to be a threat to European security.

Entrusts a committee composed of . . . with the task of making proposals to it with regard to the practical measures to be recommended to the members of the League of Nations.

II. Considering :—

That the German Government has claimed that the Franco-Soviet Pact of Mutual Assistance is incompatible with the Treaty of Locarno and that in consequence of this incompatibility that Government was justified, not only in denouncing the said Treaty but also in introducing its troops into the demilitarised zone,

That there thus arises a juridical question which might be usefully taken before the Permanent Court of International Justice if the interested Powers were to declare themselves ready to comply with the decision of the Court, as the French Government for its part has already agreed to do,

The Council :—

Invites the German Government to notify the Permanent Court of International Justice of the question thus defined and in the conditions indicated above and to request it to give its decision as soon as possible, it being understood that the parties will at once comply with the ruling of the Court.

III. Considering :—

That the unilateral action of Germany has necessarily appeared to be a threat to European peace and that in consequence it ought, without prejudice to the application of Articles I. and IV. of the Locarno Treaty, to bring about on the

part of the members of the League of Nations, by application of, and in accordance with the terms of Article 11 of the Covenant, the adoption of any action that may be deemed wise and effectual to safeguard the peace of nations :

The Council takes note :—

1. Of the declaration drawn up in the name of Belgium, France, the United Kingdom, and Italy, as regards the maintenance in force for those Powers of the rights and obligations resulting from the Treaty of Locarno ;

2. Of the Communications made to it by the Governments of Belgium, France, the United Kingdom, and Italy on the subject of the measures contemplated in respect of the situation created by the violation of the zone defined in Article 42 of the Treaty of Versailles.

LETTERS TO BE ADDRESSED BY THE REPRESENTATIVES OF THE UNITED KINGDOM AND ITALY TO THE REPRESENTATIVES OF BELGIUM AND FRANCE.

At the moment when the representatives of Belgium, France, Great Britain, and Italy have just decided, as provided in to-day's arrangement, the common line of conduct of their respective Governments, I am authorised to give you the official assurance that, if the effort of conciliation attempted in the said arrangement should fail, His Majesty's Government in the United Kingdom :—

The Italian Government

1. (a) Will at once consider, in consultation with your Government and the French Government
Belgium

ment, the steps to be taken to meet the new situation thus created ;

(b) Will immediately come to the assistance of your Government, in accordance with the Treaty of Locarno, in respect of any measures which shall be jointly decided upon ;

(c) Will, in return for reciprocal assurances from your Government, take, in consultation with your Government, all practical measures available to His Majesty's Government for the purpose of ensuring the security of your country against unprovoked aggression ;

(d) Will, for this purpose, establish or continue the contact between the General Staffs of our two countries contemplated in paragraph III. (2) of the said arrangement ;

2. And, furthermore, will subsequently endeavour at the Council of the League of Nations to secure the formulation by the latter of all useful recommendations for the maintenance of peace and the respect for international law.

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THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

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APRIL, 1936.

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All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.

I.—SUMMARY OF THE MONTH.

April, 1936.

During April the League endeavoured to put an end to hostilities and re-establish peace in Africa.

In accordance with the instructions given them by the Committee of Thirteen, M. de Madariaga and the Secretary-General got into touch with the Italian and Ethiopian delegations.

The Italian delegation announced that its Government agreed to an immediate opening of negotiations for preliminaries of peace, which negotiations must take account of the existing state of military operations. The only method suited to that situation was in its view that of direct negotiations, which might take place at Ouchy. The Italian delegation would consider any means of enabling the Committee of Thirteen to be kept informed of the negotiations. It expressed the hope that the outcome would enable the Italian Government to resume active participation with the League, in consonance with the general situation.

The Ethiopian delegate stated that, in asking that the Ethiopian people be abandoned to its aggressor, the Italian Government was, in reality, fixing its price for a bargain whereby Italy would give her support in a European dispute in return for the removal of sanctions and for the League's indifference to the Italian aggression. He rejected the Italian proposals and asked the Committee of Thirteen to find that the Italian Government had not agreed to negotiate within the framework of the League and in the spirit of the Covenant, declaring that the time had come to apply to the aggressor all the sanctions provided for by Article 16 of the Covenant.

In these circumstances, the Committee was obliged to abandon all hope of a prompt cessation of hostilities.

The Council, meeting in extraordinary session, heard the two parties to the dispute and the declarations of its Members as regards the situation thus created. It renewed the appeal made by the Committee of Thirteen for the restoration of peace. It expressed its regret that the efforts at conciliation made by the Committee of Thirteen had not succeeded, and that the war was continuing under conditions which had been declared to be contrary to the Covenant and which involved the execution of the obligations laid upon the Members of the League by the Covenant. It addressed to Italy

a supreme appeal that she should bring to the settlement of her dispute with Ethiopia that spirit which the League was entitled to expect from one of its original Members and a permanent Member of the Council. It further recalled that Italy and Ethiopia were bound by the Protocol of 1925 on the use of poison gas, and by the Conventions regarding the conduct of war.

The Committee of Experts instructed to follow the application of sanctions noted the data available concerning the trade of various countries with Italy. These were compiled in a document prepared with a view to enabling the Members of the League to ascertain whether or not the measures taken in application of Article 16 were really effective.

* * *

The Turkish Government forwarded to the Secretary-General the text of a note addressed to the Powers Signatories of the Convention relating to the régime of the Straits. In this Note the Turkish Government points out that the provisions of the Straits Convention prescribing the general guarantee of the Great Powers had become uncertain and inoperative and no longer assured Turkey against external danger. She therefore declared herself ready to enter into negotiations with a view to the conclusion of new agreements for the regulation of the Straits.

* * *

The Committee, instructed to study the question of the composition of the Council, decided to propose that the Council should, provisionally, for a period of three years, create two further non-permanent seats on the Council, of which one would provide representation for the non-grouped European States and the other be attributed to Asia.

* * *

The Advisory Commission for the Protection and Welfare of Children and Young People reviewed the work done during the past year and drew its programme for the future.

* * *

The Committee of Experts on Slavery prepared its report to the Council, which deals with the Slavery Convention of 1926, with slave raiding, the slave trade, captured slaves, etc.

* * *

The Governing Body of the Nansen International Refugee Office dealt with questions

concerning Russian refugees in Turkey, the settlement of Armenian refugees in Erivan, Saar refugees in France and the settlement of Armenian refugees in Syria.

* * *

The Executive Committee of the Inter-

national Committee on Intellectual Co-operation drew up the programme of its future work, which includes "conversations," League of Nations teaching, the protection of national historical and artistic property, authors' rights and unemployment among intellectual workers.

II.—POLITICAL QUESTIONS.

I. DISPUTE BETWEEN ETHIOPIA AND ITALY.

(a) *The Dispute before the Council.*

It will be remembered that the Committee of Thirteen at its meeting in London on March 23rd,* requested its Chairman, M. de Madariaga (Spain), assisted by the Secretary-General, "to get into touch with the two parties and to take such steps as may be called for in order that the Committee may be able, as soon as possible, to bring the two parties together and, within the framework of the League of Nations and in the spirit of the Covenant, to bring about the prompt cessation of hostilities and the final restoration of peace."

The Committee further instructed its Chairman to call the attention of the Italian Government to certain allegations made by the Ethiopian Government regarding the use by the Italian army of asphyxiating, poisonous, or similar gases, contrary to the undertakings entered into under the auspices of the League of Nations and registered in the Protocol of June 17th, 1925, to which the Italian and the Ethiopian Governments are parties.

In accordance with the instructions given them by the Committee, the President and the Secretary-General got into touch with the Ethiopian delegation and also with the Italian Government.

The representative of Ethiopia said that he was at the Chairman's disposal, but that he desired an assurance that Italy intended to negotiate within the framework of the Covenant, in accordance with the appeal made to the belligerents by the Committee of Thirteen on March 3rd.

On the other hand, the Italian Government, on being invited to send to Geneva a delegate whom M. de Madariaga might meet, stated, on April 2nd, that it was ready to do so immediately after Easter (April 12th), but it considered that a first exchange of ideas of a general character might take place with the head of the Italian Government in Rome, where M. de Madariaga would be welcome.

As regards the Ethiopian Government's statements concerning the use of asphyxiating, poisonous or similar gases, the Italian Government replied on April 3rd. After making every reservation regarding the competence of the Committee of Thirteen to deal with these questions, it asked whether the Ethiopian Government's attention had been drawn to the Italian Government's charges regarding the use by Ethiopia of methods of warfare forbidden by international regulations, and the atrocities practised on prisoners and non-combatant Italian civilians in that country.

The Committee of Thirteen met at Geneva on April 8th and 9th and decided that the conversations between the Chairman, assisted by the Secretary-General, and the two parties should begin again in Geneva after Easter. The Ethiopian delegation was already in that city. The Italian Government was informed that the Committee regarded it as of the highest importance that contact between the Chairman and the delegate whom that Government was prepared to send should take place immediately after Easter. As to the invitation that M. de Madariaga had received to go to Rome, the Committee thought that it was undesirable to come to any decision until after the conversations that were to take place at Geneva.

As regards the communications sent by the Ethiopian and Italian Governments on the subject of breaches of international engagements concerning the conduct of war, the Committee addressed to both Governments "an urgent appeal to take all measures necessary to prevent any failure to observe the said Conventions or the principles of international law."

Before the Committee met again (April 16th to 18th) the Chairman and the Secretary-General had a series of conversations with the Ethiopian and Italian delegations.

The former delegation said that Ethiopia was engaged in a war which had been forced upon her and was being conducted under conditions of atrocity which aroused among the Ethiopian people a feeling of stupefaction, and that she could not agree to negotiate with

* See Monthly Summary, Vol. XVI., No. 3, page 84.

Italy direct. She would only negotiate within the framework of the Covenant, *i.e.*, with the active assistance of the League of Nations. In the view of the Ethiopian Government, the question of procedure (conversations between the Chairman, assisted by the Secretary-General, and each delegation, or summoning of both delegations at the same time) was a secondary one. The essential point was to compel the Government at Rome to set forth clearly and openly what were its warlike aims. Not more than one hour's conversation between the Chairman of the Committee of Thirteen, the Secretary-General, the Ethiopian delegation and the representatives of the Italian Government would be required to show without fear of contradiction that the negotiations could not be carried out in the spirit of the Covenant. The Ethiopian Government had stated as far back as September, 1935, that it accepted the suggestions of the Committee of Five as a basis of negotiation under certain reservations. The Ethiopian delegation energetically refused to lend itself to any dilatory procedure. It earnestly requested that the Committee of Thirteen should take note of the refusal or the silence of the Italian Government and that the Committee of Eighteen should be called upon to decide.

The Italian delegation announced that its Government definitely agreed to an immediate opening of negotiations with a view to the cessation of hostilities. The cessation might be the outcome of the signature either of an armistice or of preliminaries of peace. An armistice could only be negotiated between military commanders, and, as its main object would be to ensure the safety of the armies during the suspension, the guarantee insisted on would doubtless exceed the scope of the demands in connection with preliminaries of peace. The Italian delegation was therefore in favour of an immediate opening of negotiations for preliminaries of peace, which negotiations could not be based on any situation other than that actually existing after six months of military operations. In taking its stand on the ground of conciliation, the Committee of Thirteen no doubt agreed that there was a *de facto* situation. The Italian delegation did not ask the Committee to recognise that situation, but merely not to ignore it. The only method suited to that situation was the method of direct negotiations. The Italian delegation would consider any means of enabling the Committee of Thirteen to be kept informed of these negotiations, of which the *venue* might be fixed at Ouchy. It hoped that the outcome

of the negotiations would enable the Italian Government to resume active participation with the League of Nations, in consonance with the general situation.

The information thus obtained as to the attitude of the Italian Government was conveyed to the Ethiopian delegation which, relying on the actual terms of the appeal that had been addressed to it by the Council, rejected Italy's proposals and asserted that "in asking that the Ethiopian people be abandoned to its aggressor, the Italian Government was, in reality, merely fixing its price for a bargain, whereby Italy would give her support in a European dispute in return for the removal of sanctions and for the League of Nations, indifference to the Italian aggression." The Ethiopian Government therefore asked the Committee to find that the Italian Government had not agreed to negotiate within the framework of the League of Nations and in the spirit of the Covenant and that the time had therefore come to apply to the aggressor all the sanctions provided for by Article 16 of the Covenant.

In a further conversation with the Chairman and the Secretary-General, the Italian delegation made clear its views as regards the means of enabling the Committee of Thirteen to be kept informed of the direct negotiations, and announced that it agreed that the Committee should be kept abreast of the progress of the conversations. The Committee would remain at the disposal of the two delegations to afford any co-operation they might think desirable. It would also, of course, report to the Council when agreement was reached.

On receiving this additional information, the Ethiopian delegation declared that it did not see that any substantial change had been made in the original Italian proposal. It therefore maintained in full the terms of its previous declaration. It was ready to negotiate immediately within the framework of the League of Nations and in the spirit of the Covenant, and requested the Committee of Thirteen to find that the Rome Government had not agreed to negotiate within the framework of the League of Nations and in the spirit of the Covenant, in order that the application of all the provisions of Article 16 of the Covenant might be no longer delayed.

On considering the situation as a whole at its meeting on April 17th, the Committee was obliged to find that the mission of obtaining information which it had entrusted to its Chairman, assisted by the Secretary-General,

must be regarded as fulfilled. It also noted that, although the appeal it had addressed on March 3rd to the Ethiopian and Italian Governments had received replies which offered hopes of a prompt cessation of hostilities, such hopes must for the moment be abandoned.

The Committee therefore decided to report to the Council.

On April 18th the Committee drew up a report in which it declared that the situation remained what it had been on January 23rd at the moment of the Committee's previous report to the Council, which ended as follows :

" When, on December 19th, 1935, the Council instructed the Committee to examine the situation as a whole, it had primarily in view the necessity of putting an end to the war, a question which has been the constant preoccupation of the Members of the League since last October. In accordance with their international undertakings, they have concerted economic and financial measures, being animated by an earnest desire to re-establish a just peace as speedily as possible. They have always been resolved to neglect no opportunity of facilitating and hastening the settlement of the dispute through an agreement between the Parties within the framework of the Covenant. The Committee of Thirteen, for its part, declared that, if such an opportunity had existed to-day, it would have at once submitted suggestions to the Council. It will not fail to do so, should more favourable circumstances arise. At present, it can only decide to watch the situation carefully, in accordance with the mandate which it received from the Council on December 19th."

After this declaration, the report went on to deal with the alleged violations by the belligerents of the principles of international law and morality. The Italian and Ethiopian Governments had replied on April 11th to the Committee of Thirteen's appeal of April 9th. The former Government declared that the observance of the laws of war was a constant rule of the Italian army ; but such observance must be bilateral. The Italian military authorities " could not do otherwise than punish every inhuman atrocity committed by the adversary in contempt of the principles of law and morality." The Ethiopian Government stated that it had strictly conformed to the international agreements regulating the conduct of warfare. Despite flagrant and systematic acts of violation on the part of Italy, Ethiopia had refrained from all measures of reprisal. It was possible, however, that, in isolated cases, individuals had reacted against the inhuman methods employed by the Italians. The Ethiopian Government had taken all steps to impose severe punishment for any such lapses.

Having received these replies and having

taken the advice of a Committee of Jurists, the Committee of Thirteen considered that the Council, and the Committee of Thirteen, being seized of the dispute in all its aspects, possessed, in virtue of their general competence, the power to undertake enquiries, on the basis of documentary material, into the application of Conventions concerning the conduct of war.

Accordingly the Committee asked the Committee of Jurists to analyse the documents concerning the conduct of the war that had been submitted to the Secretary-General up to April 16th.* The document thus drawn up enumerated successively the charges made against Ethiopia and the Ethiopian replies, and those formulated against Italy, with the replies of that country. It was duly communicated to the Ethiopian and Italian Governments. In the covering letter to the Italian Government, the Chairman of the Committee of Thirteen emphasised that the Committee of Thirteen thought fit to call that Government's attention to the Ethiopian Government's allegations of the use of asphyxiating, poisonous or similar gases by the Italian army because it had observed that the Italian Government, although it had furnished details regarding the bombardment of ambulances, had not given any as to the allegations of the use of asphyxiating, poisonous or similar gases contrary to the Protocol of 1935. The Committee thought it proper to give the Italian Government an opportunity of stating whether the facts alleged by Ethiopia were correct. The Italian Government's observation that the Italian military authorities could not do otherwise than punish every inhuman atrocity committed by the adversary, could not, in the Committee's view, justify the use of asphyxiating, poisonous, or similar gases.

With the aid of the analysis of documents forwarded to them, the two Governments would be able to supply any information or observations that might enable the Committee to complete this work and to decide on such further steps as might seem appropriate.

* In order to complete the information at its disposal as regards the violation of international conventions relating to the conduct of war, the Committee of Thirteen requested the International Red Cross Committee to communicate to it any information emanating from its officers, in particular the report furnished by Dr. Junod in March, or from impartial persons such as the Red Cross doctors in Ethiopia, especially the communication from the doctors of the Swedish ambulance.

The International Red Cross Committee replied that the two Governments engaged in the conflict had expressed a desire that it should institute an enquiry into the allegations made by both sides concerning violations of the Geneva Convention ; it had got into touch with them to that end and that,



On April 20th, the Council met under the presidency of Mr. Bruce (Australia), and after deciding to place the question of the Italo-Ethiopian dispute on its agenda,* considered the Report of the Committee of Thirteen.

Baron Aloisi (Italy), after enumerating the proofs of goodwill given to the League by the Italian Government, emphasised that that Government had not refused to discuss. It had no doubt recommended that direct negotiations should take place between the parties, who would undertake, at each decisive stage, to supply information to the League. But such a procedure could not be regarded as involving a rejection of "the framework of the League and the spirit of the Covenant." Moreover, the conclusions reached during the direct negotiations would have been laid before the League. Far from rejecting the framework and spirit of the Covenant, the Italian Government claimed, as it had also done in October, 1935, that the Covenant as a whole should be applied in all its articles and in accordance not merely with its letter but with its spirit. The Covenant could mean nothing apart from a living realisation of history, which was the dynamic function of human civilisation. Moreover, the proposal for negotiations outside Geneva, but in neutral territory, was not con-

until a positive result had been reached it was unable to hand over its documentary material for the purposes of another enquiry bearing partly on the same facts. The Committee added that the neutrality which it was bound to observe made it necessary for it to exercise very great discretion.

The Committee of Thirteen, while regretting the negative attitude adopted by the International Red Cross Committee, expressed its surprise that neutrality should have been invoked as a reason for declining to communicate information to an organ which was acting on behalf of the Council of the League.

The International Red Cross Committee, in a further communication, explained *inter alia* the exclusively humanitarian and "neutral" nature of its mission. According to its Statutes, its object is "to be a neutral intermediary whose intervention is recognised to be necessary, especially in case of war, civil war, or internal disorders," and "to receive any complaint of alleged infringements of the international Conventions and, in general, to study all questions, the examination of which by a specifically neutral body is essential."

The letter went on to say "it is also the duty of the International Committee to uphold the uniform fundamental principles of the institution of the Red Cross, namely, impartiality, political, religious, and economic independence, the universality of the Red Cross, and the equality of the national societies."

The Committee emphasised the fact that, such being its functions, it was "obliged to hold aloof from any action which might have a political character."

* It will be remembered that the only item at the moment on the agenda of the Council's Extraordinary Session that was convened in March and had not been declared closed was the Franco-Belgian request concerning the violation and denunciation of the Locarno Treaty of Mutual Guarantee.

trary to the Covenant or to international practice.

As regards the Italian proposal that hostilities should only be suspended after peace preliminaries were concluded, Baron Aloisi declared that theoretically this claim might, perhaps, be disputed. But if an armistice were to intervene before the conclusion of peace preliminaries, it would be important that such armistice should give the Italian army the necessary guarantee against the dangers of a further mobilisation and re-armament by Ethiopia, which guarantee would involve the occupation of all mobilisation centres, including the capital and the frontier posts through which arms were supplied, that is to say, in practice the occupation of the whole of Ethiopian territory.

The Italian representative concluded that the proposals as regards procedure submitted by his Government afforded the most appropriate means of conciliation and there was nothing in them that was not in accordance with international practice and with the Covenant. He added that the Italian Government had refrained from putting forward conditions for a discussion on other subjects relating to injustices or errors committed to its prejudice. The responsibility for any ultimate failure in the procedure for conciliation could in no way be laid at the door of Italy. Moreover, the declaration made to the Chairman of the Committee of Thirteen and the Secretary-General by the Ethiopian representative, before the Italian representative reached Geneva, clearly showed that the Ethiopian delegation had come to Geneva with a fixed determination not to negotiate.

As regards that part of the report which concerned the conduct of operations in Ethiopia, Baron Aloisi renewed his Government's reservations concerning the jurisdiction of the Committee of Thirteen which, on December 19th, had been instructed merely to examine the situation as a whole with a view to a settlement by conciliation. In M. de Madariaga's letter to the Italian Government, the Committee of Thirteen had decided a very delicate legal question: namely, the scope of the Protocol of 1925, in which there was nothing to prohibit the exercise of the right of reprisals for atrocities such as those of which Italian soldiers had been victims. The Italian representative could not accept either the principle or the substance of such a judgment and desired to make on that point the most explicit reservations.

M. Wolde Mariam (Ethiopia) declared that under instructions from Addis Ababa, the Ethiopian delegation fully maintained its previous view. The delegation had made energetic protests against the continual delays in furnishing the assistance to which, in virtue of the Covenant, every victim of unjustified aggression was entitled. It had shown that a formidable precedent was about to be established and asked the League to find that the Italian Government had given an acceptance in principle only, in order to gain time, to postpone the application of the petroleum sanction and of all other sanctions and, lastly, to endeavour to conclude a bargain relating to its support in a European dispute. But when the Italian Government had been placed in the position of having to reply frankly to the Council's appeal, it showed that it had never had any intention of putting an end to its aggression or of negotiating within the framework of the League and in the spirit of the Covenant.

The Ethiopian Government therefore asked that the Council should draw the inferences from that fact, and that the League should apply in their entirety the provisions of Article 16 of the Covenant, in order to preclude any possibility of the triumph of the aggressor.

Baron Aloisi (Italy) spoke again and declared that he rejected in the most definite way the insinuation made by the Ethiopian delegate to the effect that the Italian Government was endeavouring to drive a bargain for its support in a European dispute. He repeated that if the conciliation procedure failed, it would not be as the result of a discussion in which divergences of views were manifested, but because of the previous determination of the Ethiopian delegation. The failure of conciliation was retarding Italian collaboration in the work of European pacification which was to follow on the settlement of a conflict which should never have been kept within its strictly colonial limits.

Mr. Eden (United Kingdom) said that no one could be surprised that the attempt at conciliation had failed. Those countries which, like the United Kingdom, had decided in October, 1935, that the Italian Government had resorted to war in disregard of its obligations under Article 12 of the Covenant, had so acted because they desired the provisions of the Covenant to be respected. If a nation which violated the Covenant could do so with impunity, how could there be any confidence in international law in the future. The United Kingdom Government had played its part to the full and was prepared to continue so to

play it, in the enforcement of financial and economic sanctions against the State which had violated the Covenant. The United Kingdom was conscious of the limitations imposed upon League action, in consequence of its non-universality and of the need for its action to be collective, thus to some extent representing a compromise. The United Kingdom Government considered, however, that at least those economic and financial sanctions which had been put in force should be maintained; it was also ready to consider, with its fellow-members of the League, the imposition of any further economic and financial sanctions.

After protesting against the use of poison gas by the Italian army, although Italy was a signatory of the 1925 Protocol, and asking the Council to recall to all Members of the League signatories of that Protocol the obligations they had thereby undertaken, the United Kingdom representative insisted upon the vital importance of the development of the present dispute on the League's future. The United Kingdom Government maintained its confidence in the League as the best instrument at present available to mankind for the preservation of peace. His Government was prepared to act in accordance with that policy now and in the future, to the extent that other nations were and no further. If the League's authority were so shaken that its future utility as an instrument for the preservation of peace were placed in doubt, each State would have to consider the policy which it would be its duty to pursue.

M. Paul-Boncour (France) said that, despite the failure of attempts at conciliation, they must not cease to continue their efforts. He associated himself with any re-assertion of principles tending to restrict the evils of war, whether such principles were expressed in international conventions or formed part of elementary international law. But, he added, war could not be humanised, it must be abolished. Governments, Members of the League, had the means of doing so, provided that they took the decision at once, together and everywhere. Peace was necessary in Ethiopia in order that they might face the threats with which Europe was confronted. It was essential that the position of a great country in its relations with the League should be settled, in order that that country might participate in the work of European reconstruction. Respect for the Covenant must also be restored, everywhere and always. Collective security was a guarantee for all and the French representative had not lost hope in the realisa-

tion of a work of European reconstruction. He could not fail to see the dark clouds that in almost every quarter hung over the world; but he was obliged to bring his thoughts back to that part of the world in which France had a more direct responsibility and a more manifest interest in maintaining principles and rules without which the reign of law would be replaced by that of force.

M. Potémkin (U.S.S.R.) said that the difficulties with which the Committee of Thirteen was confronted had their origin in the absence of the necessary certitude that all Members of the League would adopt the same united attitude towards any aggression whether already perpetrated or in preparation. The experiences of recent months had brought disappointment to supporters of the League, by showing that there was within that body a tendency to treat the aggressor with all the more indulgence in proportion as he was more arrogant. The Soviet representative trusted however that the united efforts of all supporters of collective security would lead not only to agreement between the present belligerents, but would put an end to violations of international undertakings and to all aggression, whether committed or in course of preparation.

M. Komarnicki (Poland) emphasised that, in spite of the failure of the Committee of the Thirteen's efforts, the League could not relinquish its conciliatory mission. It must count on the efforts of those powers which, as a result of their geographical situation or their particular interests in the region concerned, bore special responsibilities for the settlement of the dispute. Poland was prepared to co-operate in seeking a solution in which account would be taken of the permanent interests and of the future of the League.

M. Ruiz-Guinazu (Argentina), after referring to the unilateral denunciation of the Treaty of Locarno, went on to say that the Members of the League had fulfilled their duty in the Italo-Ethiopian dispute. The Argentine could not conceive of a suspension of sanctions unless hostilities were first suspended; but his country did not see what would be the advantage to be expected in present circumstances from reinforcement of sanctions. They must, however, maintain their confidence in the efforts at conciliation which must be carried on with perseverance and tenacity.

M. de Vasconcellos (Portugal) said that his country had merely fulfilled strictly the duties incumbent upon it under the Covenant and that it would persist in that course. The Portu-

guese Government had signed the 1925 Agreement and formally condemned the use of asphyxiating, poisonous or other gases in war, whatever the reasons alleged for their employment.

M. Borberg (Denmark) emphasised the fact that even if peace should be reached without the League's participation, the League could not decline all responsibility for the conditions of such a peace. The Danish Government was ready to maintain the existing sanctions and would also take into consideration any proposal made by the Committee of Eighteen with regard to economic and financial sanctions.

M. Antoniadé (Rumania) said that his Government would continue to respect the principles of the Covenant. It had not renounced the hope that, in spite of the accumulated difficulties, the parties to the conflict might yet find the way to a just peace.

M. Sudd Davaz (Turkey) condemned the use of inhuman methods, contrary to the stipulations of international conventions relating to the conduct of war, in no matter what conflict, and by no matter whom.

M. Garcia Oldini (Chile) thought that it was desirable that negotiations should be conducted within the framework of the League and through its organs, but added that this idea did not necessarily mean that a similar result could not be achieved by direct negotiations under the auspices of the League. All roads leading to peace should remain open.

M. Zaldumbide (Ecuador) said that they must persevere to the end along the road of conciliation. His Government had accordingly decided to open the way to conciliation by eliminating, for its part, what seemed to be one of the chief obstacles that prevented one of the parties from agreeing to negotiations.

M. de Madariaga (Spain) thought they must see that the situation under consideration was abnormal in relation to the Covenant. After declaring a few months ago that Italy's action was contrary to the Covenant, the Council had made an effort to reach a settlement on the somewhat illogical and difficult footing of a conciliation between an aggressor and his victim. The League had reached this position after a long and extremely faulty application of the Covenant. Article 8 in particular had never been applied and Article 11 had not been applied in time. Meanwhile the Covenant was not universal. But it had enabled an effective moral authority to be exercised even in the present dispute. M. de Madariaga concluded that it was urgent that the settlement

of the Italo-Ethiopian dispute should be reached by the convergent action of good will and, in particular, good will from Italy. He asked that the concrete proposals which Italy had not been able to lay before the Committee of Thirteen should soon be made public, in order that the world might see that they were indeed within the spirit of the League. The situation of Europe called for solidarity, but it must be a solidarity based on law.

The President, speaking as representative of Australia, said that despite the failure of conciliation, their efforts must be continued. The effect of the sanctions adopted by the League had not been sufficient to achieve their object owing to the League's non-universality. But the pressure must go on. The weakening of the collective system would lead to an atmosphere throughout the world of despair as to the future. Experience had shown that it was imperative to re-examine the whole of the collective system, whose weaknesses were very great. The opportunity for such a reconsideration would soon present itself; for proposals had been made, in particular by the French Government, on this subject. The President ended by asking that the Council, in its turn, should remind all nations of the obligations they had undertaken with regard to the menace that the use of poisonous gases constituted for civilisation.

He then submitted to the Council a draft resolution which he had prepared in collaboration with the Spanish representative, Chairman of the Committee of Thirteen.

This resolution ran as follows :

" The Council :

" Takes note of the Report of the Committee of Thirteen ;

" Approves and renews the appeal addressed by the Committee to the two parties for the prompt cessation of hostilities and the restoration of peace in the framework of the League of Nations and in the spirit of the Covenant ;

" Notes that on March 5th the Ethiopian Government, in reply to this appeal, ' agreed to the opening of negotiations subject to the provisions of the Covenant being respected. It noted that the Committee of Thirteen's proposal was made, and that the negotiations would be conducted, in the spirit of the Covenant and in the framework of the League of Nations ' ;

" Likewise notes that on March 8th the Italian Government, in reply to this appeal, ' agreed in principle to the opening of negotiations concerning the settlement of the conflict ' ;

" Regrets that the information obtained by the Chairman of the Committee of Thirteen and the Secretary-General shows that the effort at conciliation made by the Committee of Thirteen in accordance with its appeal to the two parties has not succeeded ;

" Regrets that in these circumstances it has not been possible to bring about the cessation of hostilities and that the war is continuing under conditions which have been declared to be contrary to the Covenant, and which involve the execution of the obligations laid upon the Members of the League in such a case by the Covenant ;

" Addresses to Italy a supreme appeal that, in view of present circumstances which call for the co-operation of all the nations, she should bring to the settlement of her dispute with Ethiopia that spirit which the League of Nations is entitled to expect from one of its original members and a permanent member of the Council ;

" Recalls that Italy and Ethiopia are bound by the Protocol of June 17th, 1925, on the use of asphyxiating, poisonous or other gases, and by the Conventions regarding the conduct of war to which these two States are parties, and emphasises the importance which has been attached to these instruments by all the contracting States."

The Italian representative voted against the resolution.

The representative of Ecuador said that while approving the resolution as a whole, his Government maintained the decision it had taken with regard to sanctions against Italy, from the moment that that country had declared itself ready to negotiate for peace.

The Ethiopian representative noted with regret that the draft resolution did not make it sufficiently clear that the Italian Government had for seven months been conducting a war of extermination against a nation whose only crime was that it was defending not merely its political existence, but the very lives of its inhabitants against an aggressor who was violating all the treaties that he had signed, and in particular the Convention of 1925. He wondered whether the Council would be satisfied with addressing a further platonic appeal to the Italian Government for its collaboration in the maintenance of peace. Was this the effective assistance which States Members undertook to give when they signed Article 16 of the Covenant? Would the League bow to the accomplished fact because it had been accomplished by a powerful State and the victim was isolated? The Ethiopian delegation was convinced that the Council was about to create a precedent most dangerous to security in international relations to the lasting maintenance of peace and respect for international undertakings.

The President, after taking note of the negative opinion of the Italian representative and the reservation of the representative of Ecuador, declared the resolution adopted by the Council, which then decided to adjourn, after instructing the Secretary-General to forward the Minutes of the Meeting to the Members of the League.

(b) *Application of Sanctions.*

The President of the Committee on the Co-ordination of Measures under Article 16 of the Covenant, M. de Vasconcellos (Portugal) informed the Committee of Eighteen by letter on April 21st that after consideration of the political circumstances, he had reached the conclusion that the present moment was not appropriate for a meeting of the Committee of Eighteen. He proposed to convoke the Committee at a date close to that of the next session of the Council.

He further drew attention to the fact that the latest figures with reference to trade with Italy showed that the effects of the measures which have been taken in accordance with the proposals of the Co-ordination Committee were becoming progressively apparent and added the following figures for the imports and exports of the thirty countries for which information with reference to February, 1936, is available and which include five countries not applying Proposal III.

		Imports from Italy and Italian Colonies into 30 countries.*	
		1934-35	1935-36.
		In old U.S. gold dollars (ooo's omitted).	
November	..	15,212.9	.. 17,025.5
December	..	15,942.8	.. 11,270.1
January	..	13,893.3	.. 6,516.4
February	..	14,222.1	.. 5,860.6
		Exports from 30 countries into Italy and Italian Colonies.	
		1934-35.	1935-36.
		In old U.S. gold dollars (ooo's omitted).	
November	..	18,961.2	.. 18,511.2
December	..	19,853.1	.. 13,624.3
January	..	16,451.5	.. 9,769.4
February	..	20,234.8	.. 10,022.8

Meeting of the Committee of Experts.

The Committee of Experts instructed to follow the application of measures under Article 16 of the Covenant met on April 21st under the chairmanship of M. Westman.

The Committee considered the information received from Governments since its last session as to the legislative or administrative measures taken by them in application of sanctions. There were twenty-one communications in completion of the information already obtained.

* The figures given in the first column refer to imports into these countries from Italy and therefore represent Italian exports. The figures in the second column refer to exports of these countries to Italy and therefore represent Italian imports.

The details available concerning the trade of various countries with Italy were then studied. These were taken from a document prepared with a view to its being ascertained whether or not the measures taken under Article 16 were really effective. Since sanctions had been applied, the Italian Government has ceased publishing certain statistics. An attempt had been made to fill the gap thus created by assembling the figures of Italian trade received from other countries.

The Chairman of the Committee of Experts commented as follows on this document :

(1) Owing to the time required for legislation to be passed and the exceptions allowed under the various proposals of the Co-ordination Committee, Proposal III. did not become effective until about the New Year.

(2) In January, 1936, Italian exports fell off by nearly one half (46 per cent.) and Italian imports by well over one-third (39 per cent.) as compared with January, 1935.

(3) The figures so far available for February show the progressive effect of sanctions. I quote the following figures for Italian exports to thirty countries :

November, 1935	..	17.03	million gold dollars.
December, 1935	..	11.27	" " "
January, 1936	..	6.52	" " "
February, 1936	..	5.86	" " "

These figures include imports into countries which do not apply Proposal III.

(4) If we eliminate these, the exports from Italy to those countries which *do* apply that proposal have become negligible. While in January they still amounted to over 16 per cent. of the exports in January, 1935, in February they had fallen to some 6 per cent. of the exports of a year ago.

(5) It is essential to remember that the figures are the statistics of the countries from which information is available, *i.e.*, that Italian exports are shown as imports of those countries and Italian imports as exports of those countries. This is particularly important in estimating the Italian trade balance. The value indicated by the other countries as imports from Italy is higher than the price Italy obtains for her exports ; for that value includes the costs of transport, insurance, and other costs which fall on those exports, in fact, the difference between *f.o.b.* and *c.i.f.* Similarly Italy has to pay more for her imports than is indicated by the statistics of the exporting countries. These differences are usually estimated on an average of 10 per cent. of the value of the goods. If this adjust-

ment is made throughout to the figures before you, Italy's unfavourable balance is considerably increased.

You will have noticed that the Italian gold exports during recent months greatly exceed the apparent unfavourable trade balance. The reason I have just advanced may in part explain these heavy gold losses.

(6) It has been stated in the Italian press that the gold holdings of the Bank of Italy were reduced by 909 million gold Lire, corresponding to 47·8 million gold dollars between October 20th and the end of 1935. The replies to the questionnaire show that during a somewhat shorter period, namely, during November and December, 1935, gold imports from Italy amounting to 579·1 million gold Lire (30·5 million gold dollars) were registered by the countries for which we have information.

(7) The export of gold continued in January with what would appear to be increasing rapidity. In that month the total nett imports of gold from Italy by the countries given amounted to 517·6 million gold Lire (27·2 million gold dollars).

Gold imports amounting to 315 million gold Lire (16·633 million gold dollars) in February have already been reported to Geneva. Information from a number of countries is still lacking.

For March no replies are as yet available; but according to press reports 260 million gold Lire, equalling 13·7 million gold dollars, were exported in one single consignment during that month from Italy to Switzerland.

This incomplete information seems to show that during the first three months of 1936 Italy has exported gold amounting to at least 1092 million gold Lire (57·5 million gold dollars). The gold and foreign assets reserve of the Bank of Italy on October, 20th 1935, amounted to 4,316 million gold Lire (227·2 million gold dollars). The Bank has, therefore, to date lost nearly one half of the original amount. What amount of gold and foreign assets the Government has been able to collect domestically since October is not known.

2. TREATY OF MUTUAL GUARANTEE BETWEEN GERMANY, BELGIUM, FRANCE, GREAT BRITAIN AND ITALY, DONE AT LOCARNO ON OCTOBER 16TH, 1925.

On April 10th, the representatives of the Powers signatories of the Locarno Treaty of Mutual Guarantee, other than Germany, namely Belgium, France, United Kingdom and Italy, met at the Secretariat of the League in Geneva.

They decided, *inter alia*, to forward to the League for careful study a "peace plan" prepared by the French Government and to ask the Government of the Reich to agree that a Memorandum drafted by that Government on March 31st should also be submitted to the Council of the League. It was understood that the representatives of the Locarno signatory Powers would meet again at Geneva at the time of the next ordinary session of the Council.

3. CONVENTION RELATING TO THE RÉGIME OF THE STRAITS.

(Signed at Lausanne on July 24th, 1923.)

The Turkish Minister for Foreign Affairs, M. R. Aras, by a communication of April 10th, forwarded to the Secretary-General of the League the text of a note addressed by the Government of the Turkish Republic to the British, Bulgarian, French, Greek, Italian, Japanese, Rumanian, U.S.S.R., and Yugoslav Governments.

The Turkish Government pointed out in this note that when in 1923 Turkey agreed at Lausanne to sign the Straits Convention prescribing freedom of transit and demilitarisation, Europe was progressing towards disarmament and the organisation of Europe was to be based on principles of law embodied in international engagements. Land, naval and air forces were much less formidable and were showing a tendency towards decrease. When Turkey signed the restrictive clauses of the Straits Convention, she had the assurance under Article 18 which, added to the guarantee afforded by Article 10 of the Covenant of the League an undertaking that the signatories and, in any case, the four Great Powers conjointly undertook by the means to be decided by the Council of the League the defence of the Straits if threatened.

To Article 18 of the Convention the signatories attached such importance that they solemnly affirmed that the guarantee of security was indissolubly bound up with the body of clauses regarding the demilitarisation and freedom of transit.

Since then the situation in the Black Sea had come to present an aspect of concord reassuring in every respect. Uncertainty had, however, arisen in the Mediterranean. Naval Conferences had shown a tendency towards rearmament. In the air the curve of increase exhibited a swift upward turn, and continental and insular fortifications were being constantly multiplied.

During this change of conditions, the only guarantee intended to guard against the insecurity of the Straits had disappeared and

Turkey found herself exposed to dangers at her most vulnerable point.

The political crisis had made clear that the present machinery for collective guarantees was too slow in coming into operation and that delayed decision was likely in most cases to cause the advantage of international action to be lost. It was for this reason that Turkey considered the collective guarantee of all the signatories of the Straits Convention insufficient and that only the joint guarantee of the four Great Powers seemed to her calculated to ensure in the conditions then existing, the minimum of security for her territorial integrity.

Circumstances independent of the will of the Lausanne signatories had rendered inoperative clauses which were drawn up in all good faith and as the issue at stake is the very existence of Turkey, the Turkish Government may be led to adopt the measures dictated by the changed conditions.

Holding that the provisions of Article 18 of the Straits Convention relating to a joint guarantee of the four Great Powers had become uncertain and inoperative, the Turkish Government informed the Powers signatories of the Straits Convention that it was prepared to enter into negotiations for the conclusion in the near future of agreements to regulate the régime of the Straits providing for the inviolability of Turkey's territory and in the most liberal spirit for the constant development of commercial navigation between the Mediterranean and the Black Sea.

By a letter of April 17th, the United Kingdom Government communicated to the Secretary-General of the League the text of its reply to the Turkish Government.

While reserving its comments for the time being on the substance of the Turkish note, the United Kingdom Government thought the Turkish Government was fully entitled to submit this request, which it regarded as a valuable proof of the fidelity of the Turkish Government to the principle that international treaties cannot be modified by unilateral action. It stated its readiness to discuss the question at such time and in such manner as may be found convenient to all concerned.

4. DELIMITATION OF THE FRONTIER BETWEEN THE DOMINICAN REPUBLIC AND THE REPUBLIC OF HAITI.

On April 14th the Secretary of State for Foreign Affairs of the Dominican Republic addressed a telegram to the Secretary-General of the League informing him that the Presidents of the Dominican Republic and of the Republic of Haiti had exchanged instruments of ratification of the Final Protocol of the Frontier Agreement, putting a definite end to the frontier dispute between the two countries. He added that the frontier had now been entirely delimited on the ground.

The Secretary-General acknowledged receipt of the telegram and paid a tribute to the pacific spirit of the two nations.

III.—LEGAL AND CONSTITUTIONAL QUESTIONS

I. COMPOSITION OF THE COUNCIL.*

The Committee appointed to study the question of the composition of the Council met in Geneva in final session on April 27th and 28th, under the chairmanship of M. Rocco (Italy).

The Committee had to deal with the question of meeting the demand for representation on the Council of Members of the League not belonging to one of the groups which habitually secure such representation, and with the question of the representation of Asia and the particular claim of China to be represented on the Council.

The number of non-permanent seats on the Council which resulted from the resolutions adopted by the Council and the Assembly in 1926 is nine. Since that date, two have been

held by the so-called semi-permanent Members of the Council, Spain and Poland, and the remaining seven have been occupied by States belonging to five groups, namely, three seats by Latin-American States, one by a Little Entente State, one by a State of the group of ex-neutrals, one by a British Dominion, and the remaining seat by an Asiatic State. As a result, the non-grouped States were not, in practice, able to secure election to the Council. A temporary remedy was found in 1933, in the creation for three years only of a tenth non-permanent seat, to which one of the non-grouped States, Portugal, was elected. This measure left open the question whether a final solution should be sought in a modification of the system by which each group was entitled to one or more seats or in a permanent increase in the size of the Council. The seat in question ceases to exist in September, 1936.

From 1926 to 1934, Asia was represented

* See Monthly Summary, Vol. XVI., No. 1 page 17.

on the Council by a permanent Member, Japan, and by China or by Iran. In 1934 China failed to secure a declaration of re-eligibility and was thus disqualified for election, and Turkey was elected to the Council. In 1935 Japan ceased to be a Member of the League. In consequence of these events, the question of the representation of Asia was raised by a communication of May 21st, 1935, addressed to the Council by the Chinese Government. As in the case of the non-grouped States, additional representation could be given only by an increase in the size of the Council, or a change in the group system.

In its report to the Council the Committee recognised that the objections which, in 1933, stood in the way of a definitive solution of the question still exist and had even become more acute. It was of the opinion that it was undesirable to attempt at present permanent changes in the composition or mode of election of the Council. Accordingly, the Committee sought for the two specific problems a provisional solution which would involve the least immediate change in the *status quo* and leave the maximum freedom of action in the future to the Council and the Assembly. On the other hand, the Committee felt that a definitive solution of the problems connected with the composition of the Council could not be postponed longer than is necessary. It recommended a provisional solution on the understanding that, as soon as circumstances permit, the subject would be taken up with a view to a final settlement.

The Committee proposed that, for a limited period commencing with the elections of 1936, the number of non-permanent seats (which would otherwise once more fall to nine) should be raised to eleven by appropriate resolutions of the Council and the Assembly, acting under Article 4, paragraph 2, of the Covenant. Of the two seats which would thus be created, the Committee considered that one might provide representation for the non-grouped European States, and that the Assembly might consider the other as attributed to Asia. The Committee was favourably impressed by the application of China for representation on the Council at an early date and thought that means should be found for acceding to her request.

As regards the period for which the temporary seats should be created, the majority of the members of the Committee favoured a period of three years, which is the normal term of membership of the Council. It was understood, however, that the existence of these

seats should in no way be regarded as an obstacle to a scheme for the re-organisation of the Council should it be desired before the end of that period. The minority advocated a one-year period on the ground that it would give a greater freedom of action to the Council and the Assembly in dealing with the question of the composition of the Council at an early date.

The Committee further proposed that it be provided that the State occupying either of the two seats would not be precluded by the rule regarding re-eligibility from being re-elected to the Council at the close of its tenure of the seat, even without securing a declaration of re-eligibility.

This session was attended by: M. Ruiz-Guinazu (Argentina), M. E. Pflugl (Austria), Viscount Cecil (United Kingdom), Dr. Riddell (Canada), M. Quo Tai Chi (China), M. Teixidor (Spain), M. R. Massigli (France), M. Entezam (Iran), M. Feldmans (Latvia), M. Tudela (Peru), M. Komarnicki (Poland), M. Antoniadu (Rumania), M. Westman (Sweden), M. Sadak (Turkey), M. Stein (Union of Soviet Socialist Republics). M. Bourquin (Belgium) was prevented by illness from being present.

2. INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

Among the treaties and international engagements registered by the Secretariat of the League during April the following may be noted:

The protocol recognising the competence of the Permanent Court of International Justice to interpret the Hague Conventions on Private International Law (The Hague, March 27th, 1931), presented by the Netherlands;

The treaty on the protection of artistic and scientific institutions and historic monuments (Washington, April 15th, 1935), presented by the United States;

A Convention between Iceland and Finland regarding the pacific settlement of disputes (June 27th, 1930), presented by Denmark;

A treaty of mutual assistance between France and the Union of Soviet Socialist Republics (Paris, May 2nd, 1935), presented by the Union of Soviet Socialist Republics;

A treaty of arbitration, judicial settlement and conciliation between Norway and Venezuela (The Hague, May 13th, 1935), presented by Norway;

A treaty of commerce and navigation between Spain and the Netherlands (Madrid, June 10th, 1934), presented by the Netherlands;

A commercial agreement between France and the Union of Soviet Socialist Republics (Paris, January 11th, 1934), presented by the Union of Soviet Socialist Republics ;

A commercial agreement between the United States of America and Honduras (Tegucigalpa, December 18th, 1935), presented by the United States ;

An exchange of notes between France and Sweden, constituting a commercial agreement (Paris, January 18th, 1936), presented by Sweden ;

An agreement between Czechoslovakia and the Union of Soviet Socialist Republics for the exchange of parcels by parcel post (Moscow, June 8th, 1935), presented by Czechoslovakia ;

A series of financial conventions and agreements between Rumania and Czechoslovakia, presented by Rumania and relating to debts and claims in former Austro-Hungarian crowns, the division of the property of administrative units intersected by the frontier, the reciprocal liquidation of claims and liabilities arising out of the administration of the Akna Slatina salt mines, etc. . . .

An exchange of notes concerning the execution of letters rogatory between the United States of America and the Union of Soviet Socialist Republics (Moscow, November 22nd, 1935), presented by both Governments ;

Exchanges of notes between Austria and the Vatican City State and Austria and Monaco regarding the reciprocal abolition of passport visas, presented by Austria ;

An agreement between Germany and Sweden concerning the settlement of the interest on the Swedish certificates of the Dawes, Young and Kreuger loans (Berlin, January 31st, 1936), presented by Sweden ;

An agreement between Germany and Sweden concerning the application of the German transfer moratorium to Swedish creditors (Berlin, January 31st, 1936), presented by Sweden ;

A convention between Spain and Costa Rica for the settlement of the difficulties resulting from the military situation of persons possessing Spanish nationality, according to Spanish law, and the nationality of Costa Rica, according to the law of this latter country (San José de Costa Rica, March 21st, 1930), presented by Spain.

IV.—THE REDUCTION OF ARMAMENTS.

WORK OF THE LONDON NAVAL CONFERENCE 1936.

The London Naval Conference, summoned under Article XXIII of the Washington Naval Treaty of 1922 and Article 23 of the London Naval Treaty of 1930, which met on December 9th, 1935, completed its work on March 25th, 1936. Mr. Eden, Secretary of State for Foreign Affairs of the United Kingdom, Chairman of the Conference, communicated to the Secretary-General the text of the Treaty, together with the Protocol of Signature and Additional Protocol, signed on behalf of the United States of America, the Commonwealth of Australia, Canada, France, the United Kingdom, India and New Zealand.

Mr. Eden stated in his covering letter that it was the hope of the Conference that the Treaty would, in due course, commend itself as the basis of a general international Treaty for the limitation of naval armaments and for advance notification and the exchange of information, to which all interested countries would become parties. He suggested, as a first step towards this end, that the Secretary-General of the League should circulate copies of the Treaty to the Governments of the States Members which were not signatories of the Treaty.

The Secretary-General has accordingly circulated the Treaty to the Members of the Disarmament Conference and to the Governments of the States Members of the League which were not signatories, inviting them to communicate, through his agency, any observations they might wish to offer on the text to the United Kingdom Government, which would furnish any explanations it might be in its power to give.

Mr. Eden's letter also stated that his Government would communicate the text to the Governments of States not Members of the League and would consider any observations the latter might have to offer, and would transmit to the Signatory Powers all observations received from the Governments of States to which the Treaty had been communicated.

In addition to the text of the Treaty, copies of the following documents were forwarded to the Secretary-General :

- (a) Technical reports on Qualitative Limitation, on Advance Notification and the Exchange of Information, and on definitions and age limits of combatant vessels ;
- (b) The Report of the Drafting Committee ;
- (c) The Minutes of the Plenary Sessions of the Conference.

V.—SOCIAL AND HUMANITARIAN QUESTIONS

I. PROTECTION AND WELFARE OF CHILDREN
AND YOUNG PEOPLE.

The Advisory Commission for the Protection and Welfare of Children and Young People, which consists of the Committee on the Traffic in Women and Children and the Child Welfare Committee, met at Geneva from April 20th to May 2nd, under the chairmanship of Dr. Estrid Hein (Denmark).

(a) *Meeting of the Committee on the Traffic in Women and Children.*

The Committee on the Traffic in Women and Children met at Geneva from April 20th to 27th. Dr. Estrid Hein (Denmark) was in the Chair.

Ratification of Conventions.

The Committee approved the Secretariat's Report on the work done since its last session. It was informed that the following States had ratified or acceded to Conventions concluded under the auspices of the League :

Nicaragua (1921 Convention for the Suppression of the Traffic in Women and Children), Australia, Estonia, U.S.S.R. (1923 Convention for the Suppression of the Circulation of and Traffic in Obscene Publications), Union of South Africa, Czechoslovakia, Hungary, Japan, Latvia, Netherlands (Netherlands Indies, Surinam and Curaçao), Nicaragua, Norway, Rumania (1933 Convention for the Suppression of the Traffic in Women of full Age).

Reports by Voluntary Organisations.

The reports of the Voluntary Organisations which were duly examined by the Committee show that these organisations carried on their task in 1935 with their accustomed zeal. Most of these organisations have collaborated in the study of measures for the rehabilitation of prostitutes.

The Committee considered the part to be played by women police in this work and specially referred to the increasing employment of women in police forces in many countries. It also dealt with the problems arising from the development of means of transport and the consequent changes in manners and customs. It was felt that this question had not yet been examined from the standpoint of its social consequences or of the danger of the spread of venereal disease. The Committee emphasised the necessity of adapting the existing means for the protection of the community to the present situation.

Enquiry into Rehabilitation of Adult Prostitutes.

The Committee received a report from the Secretary-General of the Jewish Association for the Protection of Girls, Women and Children on the rehabilitation of women prostitutes of full age. This report, which was approved by the Committee, forms the second stage in the enquiry into measures of rehabilitation undertaken by the Committee on the Traffic in Women and Children. Valuable contributions to the discussion of this report were made by Dr. Cavaillon, Secretary-General of the *Union internationale contre le péril vénérien*, and by Dr. Kemp of the University Institute, Copenhagen, who were asked to attend for the purpose.

In examining that part of the report relating to the *antecedents of prostitutes*, the Committee paid much attention to difficulties arising out of domestic service and thought that the organisation of such service should be more developed and protective legislation extended, especially as regards the employment of minors. Due note was taken of the conventions and recommendations of the International Labour Office as regards the age of admission to domestic service and the supervision of registry offices for servants. The Committee observed that many women were driven to adopt prostitution after having had an illegitimate child ; that many had left school before the normal age and were inclined to change their occupation frequently or had left home very young, and that this was generally more serious from the moral than from the material point of view.

The question regarding the mental condition of the majority of these women gave rise to a long discussion as to the necessity for the psychiatric examination of prostitutes and as to the desirability of such examinations at an early age in order to ensure that the feeble-minded and insane might receive attention that would result in saving certain groups from prostitution.

The Committee decided that the investigation made by it into some 2,500 cases should be followed by a further examination of the information already received.

As regards the *intervention of social services* in the treatment of venereal disease, the Committee observed that such a method offered a new field for social rehabilitation work and had already been very successful in countries where it had been tried. These countries, however, were few in number. The Committee therefore desired to draw the attention of Governments

to the question, so as to lead those countries that as yet have no social services for the treatment of venereal disease to organise such services and that other countries might be encouraged to develop them.

It was emphasised that recourse should be had to women social assistants specialised in anti-venereal work. These women assistants must be highly trained for their duties. They should work in anti-venereal dispensaries themselves and, so long as the system of regulation continues, they should be attached to the official medical inspectors.

In the Committee's view, no woman should be placed on the list of prostitutes until attempts by the social assistance services to rehabilitate her had failed.

As regards the other aspects of *the rehabilitation of women of full age*, the Committee discussed a number of problems, especially institutional training and individual care. The debate showed that the instruction given in an institution is an essential part of any plan of rehabilitation, enabling women to escape from their former surroundings and trained for an occupation.

The part to be played by public authorities and voluntary organisations and also social services in this matter was considered by the Committee. The discussion showed that in the past official action and the efforts of voluntary organisations had not been sufficiently co-ordinated.

The Committee pointed out the obstacles in the way of rehabilitation; in particular, the activities of souteneurs, the regulation system and the high earnings of prostitutes.

The Committee also dealt with preventive work, observing that the principal factors conducing to prostitution are manifested early in youth and that the period of greatest danger was during the two or three years before majority. In its opinion, the chances of success of any attempt at rehabilitation were incomparably greater if the work was begun early.

Among the methods employed for rehabilitation, the Committee referred to the measures for the care of the illegitimate child—such as official guardianship, the Danish system of the payment of allowances to the mother by the public authorities, etc., the development of health services in the treatment of venereal disease, etc.

Exploitation of Prostitution.

In accordance with the instructions given by the Committee in 1935, a Sub-Committee of

Experts studied during the year the laws in force or in preparation dealing with the exploitation of prostitution.

On the basis of the material collected, the Sub-Committee prepared a draft international convention. Articles 1 and 2 of this Convention read as follows:

"Article 1.—The High Contracting Parties agree to punish any person who by any means whatsoever incites, entices or leads away a person of either sex for the purpose of exploiting immorality."

"Article 2.—The High Contracting Parties agree to punish, to the fullest extent compatible with their national laws, any person who exploits immorality either by aiding, abetting or facilitating the prostitution of third parties, or by deriving any material profit therefrom."

The majority of the members of the Committee on Traffic in Women and Children considered that it could not postpone any longer the framing of an international convention on a subject which it had had under consideration for several years.

The Committee unanimously considered it desirable to solve the problem in such a way as to enable as many countries as possible to become parties to a convention.

After a discussion which centred chiefly round Article 2, the Committee decided to delete the words: "to the fullest extent compatible with their national laws" and definitely to base the Convention on the abolitionist principle. It nevertheless thought it necessary to provide that countries in which prostitution is still regulated might sign the convention subject to certain reservations. The delegate of France pointed out that, even with the proposed reservation the convention would be applicable to the great majority of those exploiting prostitution in the countries in question.

The Committee therefore requested the Council to submit the draft Convention drawn up by the Sub-Committee to Governments Members and non-members of the League of Nations, to serve as a basis for study.

Conference of Central Authorities in Eastern Countries.

The Committee was informed of the progress in the preparation for the Conference of Central Authorities in Eastern Countries, to take place at Bandoeng (Java) in February, 1937.

The following countries have already announced that they will take part in this Conference: United Kingdom, China, France,

Japan, the Netherlands, Portugal and Siam. The United States Government had originally accepted the invitation, but has now informed the Secretary-General that owing to the inauguration of the Government of the Commonwealth of the Philippines the situation has changed and that it can only be represented by an observer.

The President of the Philippine Commonwealth informed the United States Government that traffic in women is forbidden and subject to legal penalty and that the deportation of foreign prostitutes has practically solved the problem in that territory; he therefore did not propose to send a delegation.

Afghanistan and Iran have not yet announced their intentions.

On the other hand, the Governments of Iraq and India have informed the Secretary-General that they will not be able to participate in the Conference.

The provisional agenda covers the following points:

"Closer collaboration and wider exchange of information between the authorities responsible for the measures taken to prevent traffic in women in the East;

"Control of migration so as to prevent traffic in women and children;

"Closer collaboration between authorities and private organisations in this part of the world;

"Employment of a larger number of women officials on the staff of authorities responsible for the welfare of women and children in the East;

"Possibility of abolishing licensed houses in the East;

"Position of women refugees of Russian origin in the Far East who are in danger of becoming victims of the traffic."

The Chinese Government has replied that the item "Control of Migration" would go beyond the scope of the Conference and should be omitted. The Netherlands and Siamese Governments stated that they had no objection. The United States Government, which will only be represented by an observer, decided not to comment on the agenda, but it forwarded certain unofficial suggestions and amendments.

During the discussion in the Committee on the Traffic in Women and Children an agreement was reached as to the various items on the agenda. The Chinese delegate said that if the Conference merely discussed measures for the protection of migrants against the

danger of the traffic, his Government would be ready to abandon its objection to the placing of migration on the agenda. The United Kingdom delegate informed the Committee that the Governments of Hong Kong and of the Straits Settlements did not wish for any addition or changes.

The representative of the International Labour Organisation—which has in the past dealt with problems of the control and organisation of migration—asked that the item "Migration" on the agenda should be limited to the protection and assistance to be afforded to women and children against the risk of the traffic as connected with migration.

The last item on the agenda, the position of women of Russian origin in the Far East, was carefully studied. The Committee took note of the resolution in which the 1935 Assembly authorised the Secretary-General to endeavour to secure the services of a competent person (preferably a woman) to act as agent of the League and requested the Council to instruct the person selected to encourage and co-ordinate efforts to improve the position of these women, provided that no financial charge upon the League should thus be involved.

The Committee was informed of the voluntary efforts made to secure funds. It realised the difficulties involved at a time when so many associations had to meet more immediate claims, and decided that an indispensable condition for the appointment by the Secretariat of an agent was that sufficient funds should be collected.

The Committee decided to make up a list of voluntary organisations who might be invited to participate in the Conference. Governments were asked to make suggestions for the purpose.

Summary and Annual Reports.

The Committee observed that twenty-seven countries had sent in reports this year on the Traffic in Women and Children, and further, that Sweden, which is not a party to the 1933 Convention for the Suppression of the Traffic in Women of full Age, has made a report on obscene publications.

The United Kingdom delegate informed the Committee of what had been done to put an end to the Mui-Tsai system and said that the Colonial Secretary had instructed a commission to enquire into the whole question in Hong Kong and Malaya, and also into the practice still existing in these territories of transferring women and children for valuable consideration on marriage or adoption, or in similar circumstances.

The following attended the Committee's session :

Government Delegates : Dr. Estrid Hein (Chairman), (Denmark) ; Mme M. Huici (Vice-Chairman), (Spain) ; Miss K. Lenroot (United States of America) ; Count Carton de Wiart (Belgium) ; M. I. Maus, technical expert ; Mr. S. W. Harris and Miss J. I. Wall, substitute delegate (United Kingdom) ; Miss C. Whitton (Canada) ; M. E. Gajardo (Chile) ; M. Regnault and M. Bourgois, substitute delegate (France) ; Sir Abdul Qadir (India) ; Comte Ugo Contisimbaldi and Princess Giustiniani-Bandini, deputy delegate (Italy) ; M. Y. Kiuchi (Japan) ; M. Chodzko and Mme Woytowicz - Grabinska, substitute delegate (Poland) ; Professor Pella (Rumania) ; M. N. T. Seymen (Turkey) ; M. Benavides (Uruguay).

Assessors : Mme. Avril de Sainte-Croix, Women's International Organisations ; Mlle Lavielle, International Union of Catholic Women's Leagues ; Mlle Andrée Kurz, International Federation for the Protection of Girls ; Mr. S. Cohen, Jewish Association for the Protection of Girls, Women and Children ; Mme de Montenach (replaced at some of the meetings by Mlle Emery), International Catholic Association for the Protection of Young Girls ; Mr. Sempkins, International Bureau for the Suppression of Traffic in Women and Children ; Dame Rachel Crowdy (in a personal capacity).

Liaison Officer : Madame Thibert, International Labour Office.

Dr. Kemp of the University Institute, Copenhagen, and Dr. Cavaillon, Secretary-General of the *Union internationale contre le péril vénérien*, were invited to be present as experts at the discussion on the question of rehabilitation.

(b) *Work of the Child Welfare Committee.*

The Child Welfare Committee met at Geneva from April 27th to May 2nd, under the chairmanship of Dr. Estrid Hein (Denmark).

The Committee dealt with the problem of placing children in families, with the recreational aspect of the cinema for young people, and with the problem of young offenders and children in moral danger. It noted the reports of its liaison officers with the International Educational Cinematographic Institute in Rome, the International Labour Office, and the Health Organisation and, finally, drew up the programme of its future work.

Placing of Children in Families.—After a full discussion of this question the Committee found that there was great variety in the

systems of placing children in foster homes just as there were widely differing conditions of life in various countries. It considered that the study of this problem could not be confined to the single and somewhat limited aspect which was first under consideration, namely, that of young offenders and children in moral danger. The Committee decided to study the problem in all its aspects and agreed on the following principles :

(a) *Placing of children in foster homes* constitutes a valuable means of providing a normal experience of home and community life for children whose own parents are unable to care for them. Nevertheless, this method should only be applied when it is clearly shown to be necessary in the interests of the child and of the community.

(b) *Child placing agencies* should make provision for the complete study of the child they are placing, and of the environment from which he has come, as well as of the home in which he is to be placed.

(c) *Supervision by competent workers* should be provided for the child in his foster home and care should be taken to afford him the fullest opportunity for healthy development and for sound education, and an adequate training for earning a living.

The Committee considered that the work should be continued with a re-examination in further detail of the material in hand, especially the regulations, and of the information available relating to methods of administration and practice. It was agreed that, if necessary, the assistance of experts in various countries might be called upon, and it was decided to set up a sub-committee to work with the rapporteur in preparing the next stage of the enquiry, composed as follows : Madame J. E. Vajkai, rapporteur, representing the Save the Children International Union, Miss K. Lenroot, delegate of the U.S.A., and Miss C. Whitton, delegate of Canada.

Recreational Aspect of the Cinema for Young People.—When, in 1934, the Child Welfare Committee decided to study this question, its members were invited to collect information from the countries they represent as regards the age at which children are admitted to cinemas, the frequency of attendance, the effect on mentality, special performances, the types of film which appeal to children, the provision of special films, etc. Eleven countries and several international organisations sent replies, which were discussed in 1935.

After studying this information, the Com-

mittee considered that the question was one of international importance from the point of view of the welfare of young people, and deserved closer examination. It therefore decided to extend the scope of its enquiry to include all States Members of the League.

Up to the present thirty Governments and various international organisations have replied to the invitation sent them.

Many of these replies were not received in time to admit of careful examination, but the Committee was, nevertheless, able to discuss a number of interesting points. In this discussion it was assisted by two experts: Mr. A. C. Cameron, formerly Director of Education for Oxford, who represented the British Film Institute, and Mr. Edgar Dale, Associate Professor, Bureau of Educational Research, Ohio State University, who attended as a representative of the Payne Fund of New York.

(a) *Cinema Performances to which Children and Adolescents are Admitted, Age of Admission.*—The information received this year confirms the impression previously gained as to the large numbers of young people who regularly visit the ordinary cinemas. Whatever influence films may exercise on the young will be found at its highest in the public cinema, and any scheme for safeguarding the interests of young people must clearly relate primarily to such performances.

(b) Generally speaking, the majority of countries admit young people to cinemas so long as the films to be shown are passed by some competent authority as suitable for them. The age of admission is usually fixed at 16, but it varies between twelve and eighteen years.

In some countries, children under the age of five or six are refused admission to the cinema. There are a few where admission is refused altogether to those under sixteen or seventeen. Elsewhere, where certain films are passed as suitable only for adults, the responsibility is left to parents and the child is not admitted unless accompanied by a parent or guardian.

(c) *Films which Appeal to Children.*—The information furnished to the Committee as a result of special enquiries among children in different countries showed that, generally speaking, children like best those films which are full of life and movement. The films must be suited to the age of the child and must represent aspects of life which are within his knowledge or imagination.

The Committee was particularly impressed by the children's preference and desire for films

of "real life" and "of other peoples and other countries." Information furnished from several countries showed that children dislike artificial films and those which are inconsistent with the facts of history they learn at school; also those of a terrifying nature.

The Committee would like to see more films with strong story values, action and excitement, set against a background of everyday life, partly known to children.

(d) *Special Performances.*—Adolescents of from fifteen to eighteen years would object to any attempt to provide them with films below the level of intelligence demanded by their seniors. On the other hand, for children of school age there is much to be said for special performances. The public cinema often fails to supply the type of film which appeals to younger children and if they are given what they need at special performances, they will be less likely to be attracted to the public cinema. That this principle is sound, is proved by the experience of many countries.

(e) *General Observations.*—The Child Welfare Committee believes that, having regard to the cultural and social influence of the film on children and adolescents, and to the fact that this influence has its strongest appeal in the public cinema, the greatest need is that steps should be taken to guide young people in their appreciation of the film as an art. Nothing would be more likely to raise the standard of the public taste than to cultivate in the rising generation a desire to see really good films of every variety. A great deal can be done, and is already being done, by the schools in several countries towards this end.

To enable education authorities to encourage the teaching of film appreciation, information is required as to the character and quality of the films produced. This information is already available in certain countries. The British Film Institute issues each month a bulletin which gives an outline of the story of the film and assesses its technical qualities. It indicates whether the film is suitable for adults only, for adults and adolescents over sixteen, for family audiences, or specially suitable for children under sixteen. A similar service has been provided in Canada by the Canadian Welfare Council, which publishes each month a description of current films. In the United States the teaching of film discrimination has been included in the official schedule of studies of seven States, and over 5,000 teachers or administrators of schools receive a bulletin dealing with this subject.

The Child Welfare Committee considered that the documentation collected on the question of the cinema was not yet complete, and decided to renew the discussion next year. It requested the Secretariat, in consultation with the rapporteur, to review the whole of the material and to obtain such additional information as may be available.

Problem of Young Offenders and Children in Moral Danger.—The Committee, at its session in 1935, decided to place a general study of the problem of neglected and delinquent children on the agenda of the 1937 session. In order to enable the Committee to discuss this question, Madame Woytowicz-Grabinska, substitute Polish delegate, was requested to prepare a plan of work and lay it before the Committee at its 1936 session. In this plan Madame Woytowicz-Grabinska proposes that the Committee should express its views on the methods of treatment of erring children and of those in moral danger, and that it should lay down a certain number of principles. The plan to be submitted to the Committee in 1937 will accordingly take the form of a "general study of the principles applicable in dealing with neglected and delinquent minors," and will take account of the facts ascertained and of the conclusions reached by the Committee at previous sessions. The plan of this study has been drawn up by the rapporteur for guidance.

The Committee decided to set up a sub-committee composed of Miss Wall, substitute delegate of the United Kingdom, M. Maus, technical expert of the Belgian delegation, and the rapporteur, Mme Woytowicz-Grabinska.

The members of the Child Welfare Committee were requested to submit their observations on the plan of work to the Secretariat before September 1st, 1936. After that date the Sub-Committee will meet to draw up a plan setting forth the principles underlying the treatment of neglected and delinquent minors with a view to the discussion which will take place in the Committee in 1937.

Reports of the Liaison Officers with the Child Welfare Committee.

1. *International Educational Cinematographic Institute.*—The Liaison Officer with the International Educational Cinematographic Institute in Rome in his report gave a short summary of the Institute's work and recalled the chief questions which, apart from the educational cinema, strictly so-called, have continued to be dealt with by the Institute. He drew attention to the desirability of increasing the number of special halls showing topical films,

which are of interest to old and young, and pointed out that it was essential that a distinction should be made between films for the public in general and films which were suitable for young people.

2. *International Labour Office.*—The Liaison Officer with the International Labour Office stated in his report that in June, 1935, the International Labour Conference discussed the following questions in connection with the effect of the economic depression and unemployment among young persons: school-leaving age, age for admission to employment; general and vocational education; recreation for the young unemployed; special employment centres; special public works for young unemployed persons; placing, and the development of opportunities for normal employment. The report informs the Committee of the most important decisions taken on these subjects. The Liaison Officer mentioned certain items discussed at a special regional conference of the International Labour Organisation held in Santiago on the invitation of the Government of Chile in January, 1936, more especially a resolution for raising the minimum age of employment. The Conference also proposed the compulsory medical examination of children and young persons as a condition for entering industrial employment; it adopted a resolution regarding the establishment of holiday camps for working children, and expressed a desire for a better organisation of rural education.

The Child Welfare Committee recommended that the International Labour Office should continue its work for:

(a) The raising of the age of admission of children to industrial employment, regard being had to the parallel raising of the school-leaving age, the importance of which, both from the stand-point of unemployment and of child welfare, was fully recognised.

(b) The study of the question of unemployment among young intellectuals, which had been discussed at the last session, and was of capital importance.

3. *The Health Organisation.*—The liaison officer with the Health Organisation pointed out in his report that, in connection with the Organisation's studies of the effects of the economic depression on public health, the primary concern was the food of the unemployed and other population groups, and also of those families who were affected by the economic upheaval. He mentioned the Health Organisation's study of the housing problem, which constitutes one of the essential factors

affecting the health of the individual. Finally, he gave a brief summary of the results of the vast enquiry made by the Organisation into the treatment of syphilis.

Future Work of the Committee.

On the proposal of the Rumanian delegate, the Committee decided to place the question of ill-treated children on the agenda of the next session.

It also decided in future to direct its attention mainly towards normal children. Up to the present, as the rapporteur pointed out at the 1935 Assembly, its work has been chiefly concerned with abnormal children.

The Committee considered that the problem of protecting normal children was of all problems that to which an international organisation like the Child Welfare Committee should rightly devote its chief attention. Even though the cultural, economic and geographical conditions under which normal children live differ, these differences are not nearly so great as the similarities to be found in every country.

The most effective means of protecting normal children would appear to the Committee to be the protection afforded by the family which, to-day, is regarded as the social unit *par excellence*.

The Committee is anxious not merely to engage in theoretical discussion, but to find practical solutions. One of these would appear to be to study child welfare organisations and their practice and procedure with a view to determining their relative importance and their different working methods, and to study the growth of child welfare work in rural districts.

But, in view of the forthcoming re-organisation of League Commissions, the Committee agreed that the general lines and methods of procedure rather than the substance of the question should be discussed. It decided to place the matter on the agenda of its next session and to appoint M. Gajardo, delegate of Chile, as rapporteur, and invited the members to submit their observations, in order that the rapporteur might be able to prepare a plan for discussion.

The following attended the meeting :

Government Delegates : Dr. Estrid Hein (Chairman), Denmark ; Mme Matilde Huici (Vice-Chairman), Spain ; Miss K. Lenroot, United States ; H.E. Count Carton de Wiart, Belgium ; M. I. Maus, technical expert ; Mr. S. W. Harris, United Kingdom ; Miss J. I. Wall, substitute delegate ; Miss C. Whitton, Canada ; M. E.

Gajardo, Chile ; H.E. M. Regnault, France ; M. Bourgois, substitute delegate ; Mlle. Chaptal, technical adviser ; Sir Abdul Qadir, India ; Count Ugo Conti-Sinibaldi, Italy ; Princess Giustiniani-Bandidi, deputy delegate ; M. Y. Kiuchi, Japan ; H.E. M. Chodzko, Poland ; Mme Woytowicz-Grabinska, substitute delegate ; M. Cantemir, Rumania ; M. N. T. Seymen, Turkey ; H.E. M. Benavides, Uruguay.

Assessors : Mlle Burniaux, International Federation of Trades Unions (Amsterdam) ; M. Galoyanni, International Association for Child Welfare ; Mlle Dalmazzo, International Union of Catholic Women's Leagues, replaced by Mlle Lavielle ; Mlle Gourd, International Women's Organisations ; M. Ruiz-Guinazu, Pan-American Child Welfare Institute ; Dr. René Sand, League of Red Cross Societies ; Mme Vajkai, "Save the Children" International Union ; Dame Rachel Crowdy, appointed in a personal capacity.

Liaison Officers : Mr. G. A. Johnston, International Labour Office ; Dr. René Sand, and Prof. J. Parisot, Health Organisation.

2. SLAVERY.

Meeting of the Advisory Committee of Experts.

The Advisory Committee of Experts on Slavery met in Geneva in extraordinary session from April 15th to 25th as a result of a Council resolution of May, 1935, later approved by the Assembly. The Vice-Chairman, M. Marchand, Governor of Colonies, ex-Commissioner of the French Republic in the Cameroons, presided.

M. Marchand paid a tribute to the memory of the late Chairman, M. Albrecht Gohr. He recalled the eminent services rendered by M. Gohr in a long career devoted to colonial questions ; and referred especially to his work since 1924 on various League Committees concerned with the abolition of slavery.

In accordance with the resolution of the Assembly of 1932, and with the rules of procedure approved by the Council in January, 1934, the Committee of Experts examined documents relating to slavery sent in by various Governments, as well as memoranda submitted by its own members.

The report, which will be submitted to the Council at its May session, deals *inter alia* with the following subjects : the Slavery Convention of 1926 ; slave raiding ; the slave trade and captured slaves, born slaves and other conditions such as debt slavery, serfdom, etc.

The Committee also examined its rules of procedure in the light of the general rules for

League Committees, adopted by the Council on January 24th, 1936.

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In addition to M. Marchand the members present at this session were : M. Jose d'Aimada, Colonial Adviser to the Portuguese Ministry of Foreign Affairs ; Sir George Maxwell, late Chief Secretary to the Government, Federated Malay States ; M. Neytzell de Wilde, Head of the Department for Juridical Questions and for the League of Nations Affairs at the Netherland Ministry for the Colonies ; ex-President of the Legislative Assembly of the Netherland Indies ; Mme Isabel Oyarzabal de Palencia, Spanish delegate to the International Labour Conference and to the Assembly of the League of Nations ; M. Moreno, Director in the Italian Ministry of the Colonies. The late Chairman, M. Gohr, was replaced by M. Louwers, Colonial Adviser to the Ministry of Foreign Affairs of Belgium, and Secretary-General of the International Colonial Institute, who has been appointed by the Council for the remainder of the term of office of the deceased member.

3. REFUGEES.

Meeting of the Governing Body of the Nansen International Office for Refugees.

The Governing Body of the Nansen International Office for Refugees held its thirteenth session in Geneva, April 29th, under the Presidency of Judge Michael Hansson, who was invited by the Council of the League last January to replace Professor Werner, deceased.

The agenda included questions relating to Russian refugees in Turkey, the settlement of Armenians in Erivan, the problem of refugees from the Saar at present in France, the arrangements now in force for the settlement of the Armenian refugees in Syria, the question of the expulsion of refugees and the results of the measures taken with a view to introducing a uniform type of Nansen passport for refugees.

The Office has been dealing for some time with the position of Russian refugees in Turkey who were in a difficult position owing to the application of a law prohibiting the following of certain callings by foreigners. Thanks to repeated efforts made on their behalf, the problem is approaching a settlement. The Turkish Government has shown considerable generosity in granting naturalisation to 1,250 persons or the greater part of these refugees, on condition that the Office undertake to evacuate a certain number. As the result of urgent representations made to certain Governments, most of the refugees whom it was

necessary to evacuate have been transferred to other countries, so that there is now nothing to prevent the naturalisation of those authorised to remain in Turkey. The Office immediately made the necessary financial provision, and it may now be hoped that this problem of Russian refugees in Turkey will soon be finally settled.

The Governing Body was gratified to hear the statement of the President that a further convoy of about 1,800 Armenian refugees were to leave Marseilles on May 9th for Soviet Armenia. The evacuation of these refugees has been organised by the Office in collaboration with the French Government and the Armenian organisations concerned. The French Government, in addition to giving its benevolent support, has made a considerable financial contribution to enable this plan to be carried out.

The same Government, it was reported, is considering the possibility of advancing the Office funds to enable it to evacuate about 200 families of Saar refugees from France to South America. There are 3,000 of these persons, who, for the most part, are in difficult circumstances.

The Governing Body took note of the various arrangements made for a satisfactory settlement of the problem of Armenian refugees in Syria. It will be remembered that the Office has succeeded in finally establishing more than 30,000 refugees in that country, by making them sufficient advances of funds either for the purchase of land or for the building of houses.

It was further decided to issue an appeal on behalf of the last 600 families of indigent Armenian refugees now in hutments at Beyrout and Aleppo ; the settlement could be carried out if a sum of 70,000 Swiss francs were available, and the Armenian refugee problem in that country would then be finally solved.

The Governing Body approved of the setting up of three sub-committees of the Joint Committee of the Office, to deal with the legal aspect of certain questions, with emigration to overseas countries and with the collection of funds, which are urgently required. The economic crisis has had a very serious effect on the situation of a large number of refugees and appeals for funds on their behalf have thus considerably increased. On the other hand, problems such as those of the settlement, emigration and naturalisation of refugees require large sums, which cannot be provided out of the revenue drawn from the sale of

Nansen stamps and the surcharged stamps which the Norwegian and French Governments have been good enough to authorise. The Norwegian surcharged stamp produced about 70,000 Swiss francs during the first three months of its issue.

The Governing Body also approved the financial report on the year 1935, the 1937 special budget for Saar refugees, and the general budget for 1937 which, apart from any subsequent modifications, outlines a scheme for the maintenance of the office's present representation abroad during next year.

Mlle S. Ferrière was elected a member of the Governing Body to replace Mr. E. J. Swift, who had resigned, and M. B. de Rougé was

appointed to replace Mlle Ferrière as a substitute member.

The meeting was attended by: Judge Michael Hansson (Norwegian), Chairman; M. C. Antoniadé (Rumanian), Vice-Chairman; Mlle S. Ferrière (Swiss), Senator A. François (Belgian) (replacing Senator G. Ciraolo), Mr. W. A. Mackenzie (British) (replacing Mr. L. B. Golden), M. N. Momtchiloff (Bulgarian) (replacing M. R. Raphael), M. L. Pachalian (Armenian), M. P. de Reffye (French), M. J. Rubinstein (Russian refugee), Dr. I. Soubbotitch (Yugoslav), Mlle A. Hallsten-Kallia (replacing M. J. Avenol), M. G. Thelin (replacing Mr. H. B. Butler), and Mr. C. A. Edmond and M. M. Fedoroff, substitute members.

VI.—INTELLECTUAL CO-OPERATION

I. MEETING OF THE EXECUTIVE COMMITTEE OF THE INTERNATIONAL COMMITTEE.

The Executive Committee of the International Committee on Intellectual Co-operation met in Paris on April 6th and 7th. Professor Gilbert Murray was in the chair. The Committee received information as to the work of the Intellectual Co-operation Organisation and drew up its future programme.

1. *Conversations.*

Details were given of the preparations for the "conversation" on "The Part played by the Humanities in the Training of the Present-day Man" to be held in June at Budapest. The following will be the different points in the discussion: "What is meant by the Humanities" and "Humanism"; the notion of the individual in Greco-Roman civilisation; the historical rôle of the classics; how far do these conceptions still exist?; the classics and the appearance of new ideas; what contributions are made to a man's training by: modern and contemporary literature, the study of foreign languages and civilisations, science and the scientific method, industrial civilisation. Possibility of defining contemporary humanism.

Information was also furnished to the Committee as to the "conversation" to be organised by the Argentine Pen Club and to be held in Buenos Aires next September under the auspices of the Argentine Government and the Intellectual Co-operation Organisation. The subject will be "The relations between European and American Culture."

2. *League of Nations Teaching.*

The Committee approved the agenda for the next session of the Advisory Committee for

League of Nations Teaching; this relates to the teaching of history and geography and of modern languages; the publication of a volume on the League of Nations; relations with the permanent Conference of Higher International Studies; study tours of educational experts, etc.

3. *National Intellectual Co-operation Committees.*

On the question of the plenary meeting of national Intellectual Co-operation Committees to be held in Paris in 1937, during the coming international exhibition of technical arts in modern life, the Committee decided to invite the representatives of the national Committees of Belgium, Esthonia and the Irish Free State to the session of the International Committee on Intellectual Co-operation to be held in July, 1936.

4. *Scientific Questions.*

The Committee was informed of the negotiations now in progress with the Council of Scientific Unions, with a view to establishing co-operation between that body and the Intellectual Co-operation Organisation. Pending the conclusion of an agreement, it decided to summon next July a Committee of Scientific Experts to draw up a plan of work which would enable the Intellectual Co-operation Committee to continue its scientific activities. This committee might also suggest a subject of a scientific nature suitable for a "conversation."

5. *Protection of National Historical and Artistic Property.*

The replies that have so far been received from Governments on the draft Convention for the Protection of National Artistic Property were noted and the Committee decided to ask

the Council to summon a conference on that subject next September, before or after the meeting of the League Assembly.

It was also informed of the steps taken by the Institute to secure an international agreement for the avoidance of overlapping in international art exhibitions.

6. *Literary and Historical Questions.*

After receiving information on the present position as regards the Latin American and the Japanese collections of literary works published under the auspices of the Institute of Intellectual Co-operation, the Committee dealt with the ethnographical and historical collection on the origins of American civilisation. It was agreed that a detailed plan should be prepared, to relate only to a limited number of volumes; for it was desirable that the collection should appeal to the public at large. The Committee instructed the Institute of Intellectual Co-operation to ask certain historians for suggestions as to a programme.

7. *Authors' Rights.*

The Committee took note of the important progress made towards the preparation of a universal statute of authors' rights by bringing into harmony the Berne Convention and the Pan-American Convention of Havana.

8. *International Relations*

As regards the scientific study of international relations and the social sciences, the Director of the Institute reminded the Committee of the decisions taken by the Executive Committee of the Permanent Conference of Higher International Studies at its session last January, and stated that the full Conference would meet next May in Madrid. In addition to its chief object, which was the study of "methods for the progressive settlement of certain international problems," the agenda includes discussions on the organisation and activity of the various bodies represented at the Conference and on the teaching of international relations in universities.

9. *Unemployment among Intellectual Workers.*

The Committee was informed of what is being done through the Intellectual Co-operation Organisation to remedy unemployment among intellectual workers and in particular to increase the number of openings in new countries. It learned of the setting up of university and professional information centres in certain States; the purpose of these is, *inter alia*, to disseminate information concerning the situation of the national labour market. It con-

sidered the possibility of encouraging—in co-operation with the International Labour Office—the establishment and working of similar information centres in most countries.

To overcome this unemployment amongst intellectual workers, the Executive Committee, in response to a request from the Intellectual Workers' Advisory Committee, considered the means of adapting secondary education to present-day needs and conditions. It instructed the Institute of Intellectual Co-operation to make an enquiry from qualified organisations and experts with a view to bringing out the various aspects of this problem and to seeking appropriate remedies.

10. *Broadcasting and Peace.*

The Committee noted that the Council of the League had summoned the International Conference that is to conclude a convention on the use of broadcasting in the interests of peace for September 3rd. The draft to be laid before this Conference has been prepared by the Institute of Intellectual Co-operation and examined by Governments, and was approved by the League Assembly last September. All States Members of the League, and also Germany, the United States of America, Brazil, Costa Rica, the Free City of Danzig, Egypt, Ireland and Japan have been invited to attend the Conference.

11. *The Intellectual Co-operation Organisation and the Paris International Exhibition of 1937.*

The Committee was duly informed of the part which the Intellectual Co-operation Organisation is to play in the Paris International Exhibition of Technical Arts in Modern Life and of the discussion that has been taking place on this subject between the Institute of Intellectual Co-operation, the Secretariat of the League and the Organising Committee of the Exhibition. These discussions have led to a satisfactory conclusion and the month of July, 1937, will be devoted to four ceremonies connected with intellectual co-operation, to take place in the Exhibition and to be called "The Intellectual Co-operation Fortnight"; annual sessions of the Permanent Conference of Higher International Studies, the International Committee on Intellectual Co-operation, the Permanent Committee on Arts and Letters and the extraordinary General Assembly of the forty national Committees on Intellectual Co-operation.

12. *Agenda for the next Session of the Intellectual Co-operation Committee.*

Finally, the agenda for the next session of

the International Committee on Intellectual Co-operation was drawn up. This is to include various international problems, such as educational cinematography and broadcasting, besides the consideration of the reports from the Institute of Intellectual Co-operation, the League Secretariat and the various bodies dealing with intellectual co-operation.

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The following attended the Committee's meeting: Professor Gilbert Murray (British), M. Castillejo (Spanish), M. Julien Cain (French), Sir Frank Heath (British), and M. Giuliano (replacing M. de Michelis) (Italian).

2. MEETING OF THE COMMITTEE OF REPRESENTATIVES OF INTERNATIONAL STUDENTS' ORGANISATIONS.

The Committee of representatives of International Students' Organisations met at Geneva on April 27th and 28th, under the Chairmanship of M. de Halecki, Professor at Warsaw University.

The Committee received the report of the Institute of Intellectual Co-operation on the work of the International Students' Organisations Committee, and then dealt with the question of the international students' press card, which is distributed under the auspices of the Institute and has been recognised by the International Federation of Journalists, and made certain recommendations.

Statements were made by the representatives of the various organisations attending the meeting, on the past year's activity.

The Committee was informed by Mr. Small, representing the International Federation of League of Nations Societies, of the preparations for the World Youth Congress, to be held in Geneva from August 31st to September 7th, 1936.

The Committee then turned to the main question on its agenda, namely, the "principles and methods of international co-operation between students," and considered several reports submitted on this subject by the Organisations that are members of the Committee and by the International Institute of Intellectual Co-operation.

The Committee felt bound to recognise that, at the present time, grave events have rendered public opinion troubled and anxious in a large number of countries, and deemed it to be the duty of students, even outside their own immediate surroundings, to counteract the mis-

understandings that set peoples at variance and imperil the general organisation of peace.

The Committee took note of the various reports submitted to it and was able to observe with satisfaction that the various organisations tended to encourage a consideration of questions of professional training from an international point of view, and a scientific study of problems of foreign politics. The Committee recommended its members to increase the number of smaller meetings, confined to one region or to two countries, in addition to the organisation of international conferences.

Being desirous that an ever larger number of countries and opinions should be associated in its work, the Committee also expressed the hope that delegations of member organisations might consist of persons of different nationalities, and that experts and representatives of student groups from countries with which the Committee is not sufficiently connected should be asked to give temporary assistance.

It was also decided to consider the arrangement of "conversations" on subjects relating to human ideals, so as to keep in touch with movements of opinion among young persons of the present day.

In pursuance of its work in regard to unemployment among young intellectual workers, the Committee was very glad to learn what was being done by the International Labour Office, the Institute of Intellectual Co-operation and the *Entr'Aide universitaire*, for a better organisation of the labour market by the creation of university statistical and employment bureaux in various countries. It recommended that the work done by these various bodies in the international sphere should be co-ordinated, and requested the International Labour Office and the Intellectual Co-operation Organisation to consider the setting-up of an international centre of information in regard to openings for work, in order to facilitate the finding of permanent employment for young graduates, especially in overseas countries.

The representatives of the following organisations attended the session: International Federation of Students, *Entr'aide universitaire internationale*, International Federation of University Women, World Student Christian Federation, International Federation of University Students for the League of Nations and for Peace, Pax Romana, World Jewish Students' Union.

VII.—TECHNICAL ORGANISATIONS.

ECONOMIC AND FINANCIAL ORGANISATION.

(a) *Committee on International Loan Contracts.*

The Committee of Experts on international loan contracts met at Geneva on April 27th. M. Ter Meulen (Dutch) was appointed chairman.

This Committee of legal and financial experts was formed in accordance with a resolution of the sixteenth Assembly, for the purpose of examining the means for improving contracts relating to international loans issued by Governments or other public authorities in the future, and in particular to prepare model provisions—if necessary with a system of arbitration—which could, if the parties concerned so desired, be inserted in such contracts.

The Committee held an exchange of views and discussed the organisation of its work. The results of these deliberations will be embodied in its report to the Council. The Committee thought it would be well if, between this session and the next, certain of its members were to make an examination of the most typical clauses of contracts for loans issued in the past, and collect information for comparison as to the difficulties to which the application of certain of these clauses has given rise.

The following attended the Committee's session: M. J. Basdevant (French), Professor of International Law; Mr. A. Fachiri, Barrister

at Law (British); M. Golay (Swiss), Director-General of the *Société de Banque Suisse*, Bâle; M. C. E. Ter Meulen (Netherlands), Member of the Financial Committee; M. O. Moreau-Beret (French), Director of the *Crédit Lyonnais*, Sir Otto Niemeyer (British), Member of the Financial Committee; Dr. V. Pospisil (Czechoslovak); and M. C. Tumedei (Italian), Members of the Financial Committee.

M. L. Baranski (Polish), Director-General of the Bank of Poland; Mr. Reuben Clark, President of the Council of Foreign Bondholders (American), and M. A. Janssen (Belgian), Member of the Financial Committee, were unable to be present at the session.

(b) *Meeting of the Financial Committee.*

The sixty-first Session of the Financial Committee began on April 30th, with M. Dayras (France) in the chair.

On its agenda are the financial position of Austria, Bulgaria and Hungary and also that of the Bank of Estonia.

An account of the Session will be given in the next number of the Monthly Summary.

The following are attending the Session: M. Blau (Swiss), M. Bramsnaes (Danish), M. Janssen (Belgian), Sir Otto Niemeyer (British), M. Pospisil (Czechoslovak), Sir Henry Strakosch (Union of South Africa), M. Swanidze (U.S.S.R.), M. Ter Meulen (Netherlands) and M. Tumedei (Italian).

VIII.—ADMINISTRATIVE QUESTIONS.

ANNUAL REPORT OF THE STRAITS COMMISSION.

The Straits Commission set up under the Convention on the régime of the Straits, signed at Lausanne in 1923, has forwarded its report for 1935 to the Secretary-General of the League.

The Report is divided into three parts. The first deals with the work of the Commission in 1935; the second gives information on the conditions at present regulating the passage of ships through the Straits between the Black Sea and the Ægean; and the third contains documentary annexes.

* * *

The first part of the Report relates to the work of the Commission in general, its budget, the naval forces in the Black Sea, the passage of warships through the Straits, the prohibited zones, and the health regulations in force.

On this last point, the Commission notes with satisfaction that the Turkish authorities

have decided to reduce the health inspection tax imposed on vessels passing through the Straits without interrupting their transit by 25 per cent., and the taxes and dues in respect of health examination and quay and lighthouse services payable by private yachts, tourist vessels not trading in Turkish ports, and vessels used for scientific purposes by 50 per cent. These various classes of vessels have also been exempted from all visa, passage, anchorage, buoyage, pilotage and towage taxes and dues.

The Commission, however, maintains the view expressed by it in previous reports concerning the arbitrary stoppage of vessels in transit for the purpose of a medical examination and the collection of a health tax which, under Article 2, paragraph 1, of the Straits Convention, is not justifiable.

Mention is also made of the changes introduced during 1935 in the various regulations

and instructions, especially as regards the admission of foreign warships into Turkey, the port of Stamboul, the wireless beacon service, the measures with which foreign merchant ships must comply in order to have access to the Gulf of Izmidt, which forms part of the fortified zone of Kodja Eli, etc.

As regards the port of Stamboul, the Commission in 1934 expressed the hope that the Turkish Government would completely annul the changes made in the port regulations in 1933 and would maintain the international rules in force before that date; it again took up this question in 1935, following on certain collisions in the Bosphorus which appeared to be due to the new regulations for the port of Stamboul, contrary to international navigation law. It instructed its Chairman again to approach the competent authorities with a view to securing a return to the international navigation regulations for the safety of vessels passing through the Straits.

The Commission has to report the completion and entry into operation of the wireless beacon situated at the northern entrance to the Bosphorus, and describes its working. It also announces the construction of new lighthouses (Kinali Ada Heraclea, Yechilkeuy), the installation of new sirens, and the building of another wireless beacon at the southern entrance to the Dardanelles. Changes in certain existing light-houses and buoys are also described.

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The second part of the Report contains information on the conditions governing the passage through the Straits, in peace and in wartime of war and merchant ships and aircraft, whether in transit or touching land in the Straits, or proceeding to Turkish territory by way of the Straits.

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In the third part of the Report, the Commission, in addition to some sketches of the Straits, the port of Stamboul and the Bay of

Buyukdere, and of anchorn ages and buoys, publishes regulations concerning air navigation, prohibited air zones, the admission of foreign warships into Turkey, the tariffs for pilotage, towage and passage through the Straits, port and harbour dues at Stamboul, meteorological warning signals, lifeboat stations, etc.

Lastly, a table is given of the movement of merchant shipping in the Straits during the past year, showing the amount of traffic of each country, with the exception of the Turkish merchant fleet.

This traffic has considerably diminished, especially as regards vessels in transit. The total tonnage in 1934 was 15,504,374, whereas in 1935 it was only 12,332,012.

The following are the statistics of merchant traffic of vessels of certain countries through the Straits in order of magnitude :

Italian	..	..	..	2,527,164
English	..	..	..	1,986,232
Greek	..	..	..	1,861,400
Russian	..	..	..	1,614,564
Norwegian	..	..	..	968,032
Rumanian	..	..	..	654,788
German	..	..	..	452,073
French	..	..	..	394,250
Dutch	..	..	..	353,357
Swedish	..	..	..	277,208
Polish	..	..	..	268,532
Spanish	..	..	..	263,424
American	..	..	..	189,252
Bulgarian	..	..	..	135,792
Danish	..	..	..	108,105
Belgian	..	..	..	85,086
Egyptian	..	..	..	45,619
Japanese	..	..	..	42,400
Palestine	..	..	..	39,747
Dantzic	..	..	..	17,790
Hungarian	..	..	..	7,505
Austrian	..	..	..	7,146
Finnish	..	..	..	6,466
Yugoslav	..	..	..	6,080

IX.—INTERNAL ORGANISATION QUESTIONS.

Meeting of the Supervisory Commission.

The Supervisory Commission met at Geneva from April 28th to May 2nd, under the chairmanship of M. S. Osusky (Czechoslovakia).

The Commission approved the audited accounts for 1935, as submitted, together with the auditors' report. It adopted the draft budget

for 1937, which will be submitted to the forthcoming Assembly.

The following members attended the meeting: M. S. Osusky (Czechoslovakia), Lord Meston of Agra (India), M. J. Reveillaud (France), M. C. L. Hambro (Norway), M. Georges de Ottlik (Hungary), and M. de Modzelewski (Poland).

X.—PUBLICATIONS AND LIBRARY QUESTIONS.

I. ANNOTATED BIBLIOGRAPHY OF THE PRINCIPAL WORKS ON THE LEAGUE OF NATIONS CATALOGUED IN THE LEAGUE LIBRARY FROM JANUARY, 1935, TO APRIL, 1936.

GENERAL AND POLITICAL

(including Disarmament and Security).

CHAPUT, R. A.

Disarmament in British foreign policy. London, Unwin, 1935, 432 p.

British attitude on naval, land and air disarmament.

COOPER, RUSSELL M.

American consultation in world affairs for the preservation of peace, with an introduction by James T. Shotwell. New York : Macmillan Co., 1934, 406 p.

The action of the U.S. in the Sino-Russian dispute—the Chaco conflict—the contest between China and Japan—the Leticia dispute.

COULON, P.

La conférence du désarmement. Paris : Libr. générale de droit et de jurisprudence, 1934, 238 p.

Description of the work done by the Conference—comment on the withdrawal of Germany—the French plan of disarmament and the draft of a British convention.

DEAN, V. M.

The quest for Ethiopian peace. 20 p. League of Nations Association of the United States. Geneva Research Committee. Geneva special studies, v. 7, No. 2, 20 p., 1936.

Short statement of facts.

GÖRGEN, J.

Das Saarexperiment des Vökerbundes, Strasbourg, Société d'édition de la Basse-Alsace, 1934, 240 p.

Critical study of the Saar administration under the control of the League.

GREAVES, H. R. G.

The prevention of war ; or, Labour and the League of Nations. London : V. Gollancz, 1934, 36 p.

The causes of war as conceived in 1919—real causes of war—recent political changes and their effect on the League—Labour's foreign policy.

HEDGES, R. Y.

International organisation, with a foreword by Paul Mantoux. London : I. Pitman, 1935.

The development of international organisation—the organisation of peace—international co-operation.

HIETT, H.

Public opinion and the Italo-Ethiopian dispute. The activity of private organisations in the crisis. League of Nations association of the United States. Geneva Research Committee. Geneva Special Studies, v. 7, No. 1, 28 p., 1936.

Survey of public opinion as expressed by organised activity on international and national scale.

KIDD, G.

The rôle of the Council in execution of functions assigned to the League of Nations by the Treaty of Versailles. Chambéry : Imp. réunies, 1935, 28 p.

Historical study.

LIVINGSTONE, DAME ADELAIDE.

The peace ballot ; official history, by Dame Adelaide in collaboration with Marjorie Scott Johnston, with a statistical survey of the results by Walter Ashley ; conclusion by Viscount Cecil. London : V. Gollancz, 1935, 64 p.

Short description by some of the organisers of the Peace Ballot.

LEAGUE OF NATIONS UNION, LONDON.

Refugees and the League. London : League of Nations Union, Pamphlets No. 389, 1935, 59 p.

Short summary of the rôle played by the League in the refugee problem.

THE NEXT FIVE YEARS.

An essay in political agreement. London : Macmillan & Co., 1935, xvi., 320 p.

The future of the British policy.

POTTER, P. B.

An introduction to the study of international organisation, 4th ed. New York : D. Appleton, 1935, 645 p.

New, completely revised edition. Description and critical analysis of the existing forms of procedure of international organisation.

ROYAL INSTITUTE OF INTERNATIONAL AFFAIRS.

Sanctions. The character of international sanctions and their application. London : Royal Institute of International Affairs, 1935, 64 p.

General survey of the problem.

WHITE, F.

Geneva, 1935 ; an account of the Sixteenth Assembly of the League of Nations. London : League of Nations Union (Pamphlets, No. 390, 1935), 99 p.

LEGAL.

BÖHMERT, V.

Der Art. 19 der Völkerbundsatzung, mit Exkursen über den Einfluss der Unmöglichkeit der Leistung auf völkerrechtliche Verträge, über Art. 8 Abs. 3 der Völkerbundsatzung und über die Stellung der Völkerbundpraxis zum Stimmrecht der Parteien. Kiel : Institut für internationales Recht, 1934, 241 p.

The origin of Article 19—its interpretation—comparison with the other articles of the Covenant.

ELES, G. T.

Le principe de l'unanimité dans la Société des Nations et les exceptions à ce principe ; préf. de Georges Scelle. Paris : A. Pedone, 1935, 279 p.

Analytical and critical study of the majority or unanimous decision of the organs of the League of Nations.

ENGEL, S.

Art. 5 und Art. 14, Satz 3, der Völkerbundsatzung (Das Stimmrecht bei der Einholung von Gutachten des ständigen internationalen Gerichtshofes durch Völkerbundrat oder-Versammlung). Annemasse : J. Rosnoblet, 1936, 124 p.

After analysing the conditions under which requests for advisory opinions are made, the author studies the views expressed on the subject of the request for such opinions (unanimity or majority).

HUDSON, M. O.

By pacific means, the implementation of article two of the Pact of Paris ; addresses delivered at the Fletcher School of Law and Diplomacy, 1935. New Haven : Yale University Press, 1935, 200 p.

Survey of pacific settlement before 1914 and after 1920 through the League of Nations and the Permanent Court—analysis of provisions for pacific settlement made in treaties since 1920.

PERMANENT COURT OF INTERNATIONAL JUSTICE.

World court reports, a collection of judgments, orders and opinions of the Permanent Court of International Justice, ed. by Manley O. Hudson. Washington : Carnegie Endowment for International Peace, 1934.

Collection of texts.

SASTRY, K. R. R.

The League of Nations' Covenant ; a juridical study. Madras : Devi Press, 1935, 133 p.

Special lectures delivered under the auspices of the Madras University.

WEHBERG, H.

Der Kampf um die Reform des Völkerbundes, 1920 bis 1934. Genf : Druckerei und Verlag Union, 1934, 33 p.

Critical analysis of the various draft proposals for a reform of the Covenant from 1920 to 1934.

WILCOX, FRANCIS O.

The ratification of international conventions a study of the relationship of the ratification process to the development of international legislation. London : Unwin, 1935, 349 p.

Studies especially the League's attitude towards the problem of delayed ratification, reservation and accessions.

ZIMMERN, A. E.

The League of Nations and the rule of law 1918-1935. London : Macmillan, 1936, 527 p.

The pre-war system—the elements of the Covenant—the working of the League.

MANDATES.

ALCANDRE, J.

Le mandat colonial. Analyse juridique et critique politique. Paris : Editions "Europe-colonies," 1935, 155 p.

Study of the contemporary colonial policy of Germany—Colonial claims of the present German Government.

KLUGE, HANS.

Das Königreich Irak ; ein Betrag zum Völkerrecht und Völkerbundsrecht. Leipzig : R. Noske, 1934, 102 p.

Problems raised by the termination of a mandate, illustrated by the example of Irak.

ECONOMIC.

COSOIV, C.

Le rôle de la Société des Nations en matière d'emprunts d'Etat. Paris : Editions Domat-Montchrestien, 1934, 430 p.

The problem studied mainly from the point of view of international law.

2. MONTHLY BULLETIN OF STATISTICS.

The April number of the Monthly Bulletin of Statistics of the League of Nations gives, in addition to the regular tables, information on World Trade, on the Central Monetary Gold Reserves of the World, and the movement of prices of raw materials and manufactured products.

The *gold value of world trade* in February, 1936, was 8.4% higher than in February, 1935. In accordance with the usual seasonal movement it fell between January and February, 1936, by 4.1%; the decrease in the same period of 1935 was 6.3%.

The increase in value compared with last year reflects mainly an increase in gold prices of some 5% and an increase in quantum, most of which may be accounted for by the fact that the month of February this year contained an additional day.

The information on the movement of world trade which is currently summarised on the basis of the trade statistics of 75 countries is confirmed by a complete annual table given in the present number of the Bulletin. It appears from this table, which covers 160 countries or statistical territories, that the 12 most important trading countries (excluding Italy, for which complete statistics are not available) accounted in 1935 for 62.3% of total world trade excluding Italy, compared with 65.0% in 1929. The share of the smaller countries has thus increased.

The biggest trading country in 1935 was the United Kingdom with 14.2% of the world total (imports plus exports). The second place is occupied by the U.S.A. with 11.0%, the third by Germany with 8.7% and the fourth by France with 6.2%. Then follow Japan and Canada with 3.6% each, Belgium with 3.1%,

the Netherlands and India with 2.8% each, South Africa with 2.2% and Australia and the Argentine with 2.1% each. The order in 1929 was as follows: U.S.A. 14.2%, United Kingdom 13.4%, Germany 9.6%, France 6.4%, Canada 3.8%, India 3.1%, Japan and the Netherlands 2.9% each, Belgium 2.8%, the Argentine 2.6%, Australia 1.9% and Czechoslovakia 1.8%.

The total of the world's *visible central gold reserves* (excluding those of the U.S.S.R. and Italy) increased during the first quarter of 1936 by 79 million old gold dollars.

In this quarter reserves *dropped* in France by 28 millions, in Belgium by 14, in Spain by 5 and in Germany and Poland by 2 millions. On the other hand, they *increased* in the U.S.A. by 35 million, in the Netherlands by 28, in Switzerland by 23, in the Union of South Africa by 17, in Sweden by 13, in Japan by 5, and in the United Kingdom by 3 million old gold dollars.

The gold reserve of the Bank of Italy at the end of December, 1935, is officially stated to have been 159 million old gold dollars or just over one-half of what it was at the end of May of the same year.

The *price movements of raw materials and manufactured products* are compared in a special diagram which suggests that, mainly on account of rising raw material prices, the so-called price-scissors tended to close during 1935 in almost all countries for which such a comparison can be made.

XI.—FORTHCOMING LEAGUE MEETINGS

May 18th.—Advisory Committee on Traffic in Opium and other Dangerous Drugs, Geneva.

May 27th.—Permanent Mandates Commission, Geneva.

June 2nd.—Drafting Committee of the Mixed Committee on Nutrition, Geneva.

June 4th.—Mixed Committee on Nutrition, Geneva.

June 8th.—Conference for the Suppression of the Illicit Traffic in Dangerous Drugs, Geneva.

June 8th.—Permanent Committee on Arts and Letters, Budapest.

June 15th.—Bureau of the Health Committee, Moscow.

June 18th.—Fiscal Committee, Geneva.

June 23rd.—Permanent Central Opium Board, Geneva.

June 29th.—Expert Committee on Economic Cycles, Geneva.

July 8th.—Advisory Committee on League of Nations Teaching, Geneva.

July 13th.—Plenary Session of the International Committee on Intellectual Co-operation, Geneva.

July 15th.—Reporting Committee of the Malaria Commission, Geneva.

Sept. 3rd.—Diplomatic Conference to examine a Draft Convention on the use of Broadcasting in the Cause of Peace, Geneva.

PERMANENT COURT OF INTERNATIONAL JUSTICE*

I. THE LOSINGER & Co. CASE (SWITZERLAND/YUGOSLAVIA).†

On April 21st, 1936, the Swiss Agent in the Losinger & Co. case presented to the Court the observations and submissions of the Government of the Swiss Confederation, in reply to the preliminary objection lodged by the Yugoslav Government in this case; the time limit for the filing of these observations expired on April 24th, 1936. The Swiss Government submits that, in form, the Yugoslav preliminary objection is not valid because it has not been filed in accordance with the terms of the Rules of Court and that, in substance, it is ill founded; and it accordingly prays the Court to declare that it has jurisdiction to adjudicate upon the dispute submitted to it by the Swiss application; to overrule the alternative plea of the respondent Party to the effect that the Swiss application cannot be entertained by the Court because the means of redress afforded by the municipal courts of Yugoslavia have not been exhausted, and to fix fresh time-limits for the continuation of the proceedings.

Under Article 31 of the Statute of the Court, the Yugoslav Government has nominated Dr. Milovan Zorić, President of the Administrative Court of Zagreb, former member of the Government of the Saar, and member of the Permanent Court of Arbitration, to sit as Yugoslav national judge in this case.

2. THE PAJZS, CSÁKY, ESTERHÁZY CASE (HUNGARY/YUGOSLAVIA).‡

Within the time limit fixed for the purpose (expiring on April 3rd, 1936), the Hungarian Government presented its statement in regard to the preliminary objections lodged by the Yugoslav Government in the Pajzs, Csáky, Esterházy case. The Hungarian Government submits that the objections should be overruled; it prays the Court to declare that it has jurisdiction and to order the continuation of the proceedings on the merits.

The hearings upon the preliminary objections opened on April 29th, 1936. All members of the Court were on the Bench. At this sitting M. G. P. Tomcsanyi and Dr. Milovan Zorić, the national judges respectively nominated by the Hungarian Government and the Yugoslav Government, made the solemn declaration provided for by Article 20 of the Statute and

Article 5 of the Rules of Court, and were declared duly installed as national judges for the case.

At public sittings held on April 29th and 30th, the Court heard the pleadings presented by M. Slavko Stoykovitch, on behalf of the Yugoslav Government, and by M. Ladislav Gajzago, on behalf of the Hungarian Government. At the end of April the oral proceedings had not been concluded.

3. THE OPTIONAL CLAUSE OF ARTICLE 36 OF THE COURT'S STATUTE.

The following Declaration, renewing the acceptance by France of the Optional Clause provided in the Protocol of Signature of the Statute of the Court, was transmitted to the League Secretariat by the Delegation of the French Republic accredited to the League of Nations, by a letter received on April 11th, 1936:

Translation:

"On behalf of the Government of the French Republic and in accordance with the Law of March 28th, 1936, I hereby renew for a period of five years from April 25th, 1936, the Declaration of September 19th, 1929, accepting the compulsory jurisdiction of the Permanent Court of International Justice in conformity with Article 36, paragraph 2, of the Statute of the Court, within the limits and subject to the conditions and reservations set out in the said Declaration." This acceptance is not subject to ratification.

The Envoy Extraordinary and Minister Plenipotentiary, Permanent Delegate of Sweden, accredited to the League of Nations, signed on April 16th, 1936, a declaration renewing the acceptance by the Swedish Government of the Optional Clause provided in the Protocol of Signature of the Statute of the Permanent Court of International Justice (Geneva, December 16th, 1920).

The Declaration is worded as follows:

Translation:

"On behalf of the Royal Swedish Government, I recognise, in relation to any other Member or State accepting the same obligation, that is to say, on condition of reciprocity, the jurisdiction of the Court as compulsory *ipso facto* and without special convention, in conformity with Article 36, paragraph 2, of the Statute of the Court, for a period of ten years as from August 16th, 1936, on which date the Swedish Government's Declaration of March 18th, 1926, shall cease to apply.

* This Chapter has been compiled on the basis of information furnished by the Registry of the Court.

† See Monthly Summary, vol. XVI., No. 3, p. 91.

‡ See Monthly Summary, vol. XVI., No. 3, p. 91.

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THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XVI., No. 5.

MAY, 1936.

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All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.

I.—SUMMARY OF THE MONTH.

May, 1936.

The Council has continued to deal with the dispute between Ethiopia and Italy.

The Emperor of Ethiopia, in order to "avoid the extermination of the Ethiopian people" and to be able to devote himself to the "preservation of the age-old independence of Ethiopia," has decided to put an end to the war by leaving his country. In informing the Secretary-General of this decision, he asked the League to pursue its efforts to ensure the respect of the Covenant and not to recognise the exercise of "an alleged sovereignty" resulting from illegal recourse to armed force.

When the Council met on May 11th, Baron Aloisi, representative of Italy, was unable to agree to the "so-called Ethiopian delegate" being present at the Council table. The only sovereignty in Ethiopia, he said, was Italian sovereignty. Any discussion of a dispute between Italy and Ethiopia would accordingly be pointless. He, therefore, withdrew.

The Council after recalling the decisions taken by the League since October 3rd, 1935, was of opinion that further time was necessary to permit its members to consider the situation created by the grave new steps of the Italian Government and decided to resume its deliberations on June 16th. Meanwhile, there was no

cause for modifying the measures adopted in collaboration by the Members of the League.

* * *

The Government of Guatemala has announced its intention to withdraw from the League in accordance with the provisions of Article 1, paragraph 3, of the Covenant. The Government stated that this decision was due to economic reasons and to the fact that events had demonstrated the impossibility of putting into practice the high ideals for which the League was founded.

* * *

The seventeenth ordinary Assembly has been summoned for September 7th, 1936, at Geneva.

* * *

The Health Committee examined reports on the various branches of the Health Organisation's work, dealing in particular with the problems of urban and rural housing.

* * *

The Financial Committee considered the financial situation of Austria, Hungary, Estonia, and Bulgaria.

* * *

The Council has extended for a year the period of office of the High Commissioner of the League in Danzig.

II.—POLITICAL QUESTIONS.

1. DISPUTE BETWEEN ETHIOPIA AND ITALY.

(a) *Discussions in the Council.*

On May 10th, the Emperor of Ethiopia, after his departure for Palestine, the occupation of Addis Ababa by Italian troops and the proclamation of Italian sovereignty over Ethiopia, sent a telegram from Jerusalem to the Secretary-General, explaining that he had decided to put an end to the war by leaving his country in order to "avoid the extermination of the Ethiopian people" and to be able to devote himself to the "preservation of the age-old independence of Ethiopia and the principles of collective security and the sanctity of international obligations, all of which are threatened by Italy." The telegram asked the League to pursue its efforts to secure respect for the Covenant and to decide not to recognise territorial extensions or the exercise of "an alleged sovereignty" resulting from illegal recourse to armed force and many other violations of international obligations.

The Ethiopian delegate to the League of Nations, M. Woldé Mariam, on May 11th, in a communication to the Secretary-General, declared that the Ethiopian people was not tamed. The greater part of its territory "to the west of its capital" remained free and independent.

When at its session opened on May 11th the Council considered the question of including the Italo-Ethiopian dispute on its agenda, after the Ethiopian representative had come to the Council table, Baron Aloisi (Italy) declared that his delegation could not agree to the "so-called Ethiopian delegate" being present at the Council table. There existed, he said, nothing resembling an organised Ethiopian State. The only sovereignty in Ethiopia was Italian sovereignty. Any discussion on a dispute between Italy and Ethiopia would accordingly be pointless, and he was therefore bound not to take part in it. Baron Aloisi then withdrew.

M. Woldé Mariam (Ethiopia) declared that Ethiopia had not violated international laws or regulations. She had been invaded by a Member of the League. It was not for her to withdraw, for she remained firmly attached to the League of Nations.

The President, Mr. Eden, reminded the Council that it was concerned only with deciding whether the Italo-Ethiopian dispute should continue to figure on the agenda. He would have thought there could be no question of this not being a proper subject for the Council to include in its agenda at the present session.

After the Spanish and Danish representatives had definitely stated that they agreed with the President, the Council decided to retain the item on its agenda.

On May 12th the Secretary-General informed the Council at the beginning of its meeting that Baron Aloisi had informed him that he had received orders from his Government to leave Geneva with the Italian delegation. In reply to a question by the Secretary-General as to the significance of his departure, Baron Aloisi said that he was not in a position to offer an explanation.

The President said that as a result of an exchange of views between various members of the Council, he submitted the following resolution:—

"The Council,

"Having met to consider the dispute between Italy and Ethiopia,

"Recalls the conclusions reached and the decisions taken in this matter in the League of Nations since 3rd October, 1935,

"Is of opinion that further time is necessary to permit its Members to consider the situation created by the grave new steps taken by the Italian Government,

"Decides to resume its deliberations on this subject on June 16th,

"And considers that in the meantime there is no cause for modifying the measures previously adopted in collaboration by the Members of the League."

The Ethiopian representative re-asserted the unshakeable determination of the Ethiopian Government to defend the integrity and the independence of the Empire. The Ethiopian delegation asked that Article 16 of the Covenant should at length be applied in all its provisions.

The Argentine representative, M. Ruiz Guinazu, said that he accepted the draft resolution while making a reservation as regards the adjournment of the discussion.

M. Rivas Vicuna (Chile), while agreeing to the adjournment, added that without approaching the examination of the substance of the

problem, his Government thought that since the war was ended, they should proceed to raise sanctions, which no longer had an object and affected not only the country against which they had been applied, but also those which were applying them. As the draft resolution submitted to the Council implied the maintenance of sanctions, the Chilean representative would abstain from voting on that part of the resolution.

The representative of Ecuador, M. Zaldumbide said that, whilst approving the adjournment, he could not subscribe to the last part of the resolution. His Government had thought that as soon as Italy had declared herself prepared to enter into negotiations, sanctions should have been withdrawn. Further, his Government could not now associate itself with the maintenance of sanctions which were devised solely as the most appropriate means of accelerating the end of hostilities.

The Council then adopted the resolution with the above-mentioned reservations.

* * *

(b) *Application of Sanctions.*

On May 12th, M. Rivas Vicuna, President of the Chilean delegation to the League of Nations in a letter to the Secretary-General—which was forwarded to members of the Co-ordination Committee—stated that his Government was of opinion that, in view of recent events which had put an end to the war between Ethiopia and Italy, it would be proper to discontinue the economic, financial and other measures decided upon in connection with this conflict.

The President of the Co-ordination Committee, M. de Vasconcellos, on May 13th, replied that in view of the postponement of the Council's deliberations on the Italo-Ethiopian dispute until June 16th, a meeting of the Committee of Eighteen might be held about the same date. The Chilean representative's communication would be considered at that meeting.

* * *

The Co-ordination Committee has been publishing regularly since last November the statistics of trade with Italy and Italian colonies.* These statistics are drawn up as the result of an investigation which the Committee of Experts decided to undertake at the request of the Committee of Eighteen.

The following table gives the totals of imports and exports from November, 1935, to April,

* See Monthly Summary, Vol. XVI., No. 4, page 106.

1936, and also for the corresponding period of the previous year.

Imports from Italy and
Italian colonies.

		Number of Countries.		(In millions of U.S. old gold dollars).	
				1934/35	1935/36
November	. 69	..	21,884	..	26,050
December	. 68	..	21,942	..	17,482
January	. 67	..	19,470	..	10,168
February	. 62	..	19,694	..	8,657
March	. 38	..	17,979	..	9,315
April	. 19	..	8,482	..	1,952

Exports to Italy and
Italian colonies.

		Number of Countries.		(In millions of U.S. old gold dollars).	
				1934/35	1935/36
November	. 69	..	31,910	..	32,085
December	. 68	..	30,479	..	22,261
January	. 67	..	26,793	..	15,292
February	. 62	..	27,757	..	16,799
March	. 38	..	26,326	..	15,589
April	. 19	..	10,833	..	4,540

Net Imports of Gold from Italy 1935/36.

November	. . . . .	22,044
December	. . . . .	8,477
January	. . . . .	27,241
February	. . . . .	16,518
March	. . . . .	12,771
April	. . . . .	4,133

2. TREATY OF MUTUAL GUARANTEE BETWEEN
GERMANY, BELGIUM, FRANCE, GREAT
BRITAIN AND ITALY, done at Locarno on
October 16th, 1925.

The Council's agenda included the question of the Treaty of Mutual Guarantee between Germany, Belgium, France, Great Britain and Italy, done at Locarno on October 16th, 1925. But on May 13th, the President informed the Council that he understood that the Governments chiefly concerned wished the matter to be postponed till the session arranged for the month of June.

It was decided accordingly, after the French representative, M. Paul-Boncour, had emphasized that the adjournment itself showed that the matter before the Council was not closed.

3. NOTICE OF WITHDRAWAL BY GUATEMALA.

In letters dated May 13th and 14th, the Government of Guatemala gave notice of its withdrawal from the League, in accordance with the provisions of Paragraph 3 of Article 1 of the Covenant.

The Government stated at the same time that Guatemala's withdrawal was due to "economic reasons entailed by re-organisation of the public finances, and to the fact that events had demonstrated the impossibility of putting into practice the high ideals aimed at when the League was founded." The Government of Guatemala would continue to be guided by the principles laid down in the Preamble of the Covenant, and its desire to co-operate internationally in the fulfilment of those principles remained unalterable.

In acknowledging these communications, the Secretary-General referred to Article 1, paragraph 3, of the Covenant, which lays down that any Member of the League may, after two years' notice of its intention to do so, withdraw from the League, provided that all its international obligations and all its obligations under this Covenant shall have been fulfilled at the time of its withdrawal.

4. REQUEST BY THE GOVERNMENT OF
IRAQ

The Governments of Iraq and of Iran announced that the conversations between them were still continuing with a view to reaching a direct agreement on the subject of the dispute referred to the Council by Iraq on December 5th, 1934, and asked that the question might be withdrawn from the agenda of the session. Accordingly, on May 11th the Council decided that the matter should be postponed till next session.

III.—LEGAL AND CONSTITUTIONAL QUESTIONS.

I. COMPOSITION OF THE COUNCIL.

On May 11th the Council considered the report of the Special Committee instructed to study the question of the number of Members of the Council, and to examine, in that connection, a Chinese request for representation on the Council.

In his report to the Council, the representative of Italy, rapporteur, pointed out that the

Committee, while considering that the final solution of the problems connected with the composition of the Council should not be delayed, recommended a provisional solution by which the number of non-permanent seats on the Council would be fixed at eleven for a limited period, commencing with the elections of 1936. The Committee contemplated that one of the two new seats would be

attributed to the European States not belonging to any group, and the other to Asia. It expressed itself in favour of the re-entry of China into the Council in 1936. The Committee was split as to the duration of the period for which these two seats were to be set up. The majority favoured a period of three years, the minority a period of one year.

The rapporteur recalled that the creation of new non-permanent seats on the Council required a resolution of the Council approved by a majority vote of the Assembly, whereas all matters regarding the organisation of the elections fell exclusively within the province of the Assembly.

He suggested that the Council should postpone any action on the matter until the Committee's report had been discussed by the Assembly, the latter having itself provided for the inquiry in its resolution of October 2nd, 1933.

M. de Vasconcellos, representative of Portugal, stressed the fact that the result of the Committee's proposal would be the creation of two seats for the continent of Asia and of one for the non-grouped countries, *i.e.*, there would be two seats for six Asiatic States and only one for fourteen non-grouped States. Each of the latter countries might, therefore, look forward to being represented on the Council once in each forty-two years. He did not regard that proposal as entirely justifiable. It seemed to him that the term of office of three years was a somewhat lengthy period for a provisional arrangement. He suggested, therefore, that the whole matter be reconsidered earlier. He added that his remarks should not be interpreted as prejudging the question in so far as China was concerned. His Government associated itself with the Committee's conclusions in regard to the advisability of China being represented on the Council.

M. Rustu Aras, Turkish representative, declared that he regarded as normal the proposal concerning a term of office of three years. In his view a one-year period would be impossible.

M. Titulesco, representative of Rumania, agreed with the suggestion that a seat should be occupied by China, and looked forward to the collaboration of the Chinese representative on the Council. As regards the question of the seat reserved for the non-grouped European States, he urged that, since a provisional arrangement was proposed, it should not be adopted for three years, but for a shorter period.

The President pointed out that the Council was not called upon to take any decision until the Assembly had dealt with the matter. He suggested that the report be forwarded to the Assembly, together with the observations made by the Members of the Council.

M. Litvinoff, representative of the Union of Soviet Socialist Republics, proposed that China be given a seat for three years—there being no other claimant in the Far East—and that the other seat to be attributed to the non-grouped countries—by reason of their number—be tenable for one year.

M. de Vasconcellos made it clear that, since the solution was provisional, it was a matter that called for study, and he suggested that this study should take place during the forthcoming year. It was not his intention to propose that the seat in question be available for one year only.

The Council agreed with the President's remarks.

2. ELECTION OF MEMBERS OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE

The Council appointed, on May 11th, a Committee of Jurists to advise it on :

(a) the measures to be taken to fill the vacancy created by the resignation of M. Wang Chung-Hui, a Member of the Permanent Court of International Justice ;

(b) the question of the participation of States not Members of the League, which are parties to the Statute of the Court, in the election of Members of the Court.

On May 13th the Council considered the report of the jurists.

As regards the action necessitated by the resignation of M. Wang Chung-Hui, the Committee of Jurists expressed the opinion that national groups should be invited, under Articles 4 and 5 of the Statute of the Court, to nominate not more than two candidates for the vacancy in question. These groups should include the groups of States which, although not mentioned in the Annex to the Covenant, had been Members of the League. The Committee suggested that the Council should approve of this election being placed on the agenda of the next ordinary session of the Assembly.

As to the method of conducting the election, the Committee proposed to study further the question whether there should be a single election for the three vacancies (the seats which were filled by M. Schücking, M. Kellogg

and M. Wang Chung-Hui) or whether, on the contrary, there should be separate elections.

The question of the participation of States not Members of the League, but which are parties to the Statute of the Court, in the election of Members of the Court arose directly from the recent entry into force of the amendments to the Statute of the Court. Article 4 of the amended Statute provides that, in the absence of a special agreement on the subject, the matter should be settled by the Assembly on the proposal of the Council.

The Committee pointed out that the States in question were Germany, Brazil and Japan, and suggested that, before giving an opinion on this point, these States be afforded an opportunity of expressing their views. The Committee asked that the Secretary General should communicate to it any relevant information which he might obtain.

On the proposal of the President, the Council approved the jurists' report.

3. SUMMONING OF THE SEVENTEENTH (ORDINARY) ASSEMBLY.

The Secretary-General, acting on the instructions of Mr. S. M. Bruce, President of the Council, in accordance with Article 1, paragraph 1, and Article 3, paragraph 1, of the Rules of Procedure, has summoned the Assembly of the League to meet in seventeenth ordinary session at Geneva on Monday, September 7th, 1936.

4. CONSTITUTION AND WORKING OF LEAGUE COMMITTEES.

On January 24th, 1936, the Council adopted a report on the constitution and working of League Committees, containing a set of general regulations on the subject, and providing for the re-organisation of certain of these Committees.*

On May 13th the representative of France, M. Paul-Boncour, informed the Council in his report of a number of measures already taken to give effect to its recommendations:

1. *The Advisory Commission for the Protection and Welfare of Children and Young People* had made detailed proposals regarding its new status and rules of procedure. Under these the Committee on Traffic in Women and Children and the Child Welfare Committee, which, hitherto, had composed the Advisory Commission, would, as the Assembly and Council had recommended, be amalgamated into a

single Committee, to be called henceforth "the Advisory Committee on Social Questions." The change of composition and title would not imply any extension of the Committee's scope of action. The number of Governments represented on the new Committee should be increased to twenty-five. In conformity with the General Regulations, their term of office would be three years and renewable. Special attention should be paid to the qualifications of the representatives selected.

The method of utilising the services of assessors should assume a different form. There would be no assessors permanently attached to the new Committee. When the Committee decided to study a particular subject, it would have the power to nominate one or more assessors personally chosen on the ground of their experience. The Associations which have hitherto sent assessors would become associate members of the new Committee, furnishing it with useful information and receiving its documents. The Committee should be enabled to call on experts for advice on legal and technical questions. An exception should be made, in favour of this Committee, to Article 12 of the General Regulations providing that a Government which did not send a representative for two years should cease to form part of the Committee. This rule should apply only in cases where the Government in question failed to furnish adequate explanation for the absence of its delegate.

The rapporteur expressed the view that the Council would see no objection to accepting this derogation, providing that the reasons given were valid, and suggested that it should approve the Advisory Commission's proposals.

2. *The Advisory Committee of Experts on Slavery* had considered the question of bringing its Statute and Rules of Procedure into line with the General Regulations. The Committee asked for two derogations in its favour:

(a) Notwithstanding Article 3 of the General Regulations, the question of the full or partial publication of the reports of the Advisory Committee of Experts on Slavery should be a matter for the Council to decide.

(b) Notwithstanding Article 8 of these Regulations, the Committee's proceedings should be confidential. Only the personal assistants of Members of the Committee, officials of the latter's secretariat and the experts invited by the Committee should be present at meetings.

* See Monthly Summary, Vol. XVI., No. 1, page 17.

In view of the special nature of the Committee's work, the rapporteur proposed that the Council should agree to these two derogations.

The Committee had, further, drawn attention to Article 10, paragraph 2, of the General Regulations, dealing with Committees consisting of members appointed in their personal capacity, which provides that :

"The term of office shall be not more than three years, but shall be renewable. The Council shall nevertheless bear in mind the necessity of ensuring a reasonably frequent renewal of the membership of Committees."

It is, however, provided in Section A of the Assembly resolution of October 12th, 1932, concerning the Advisory Committee of Experts on Slavery that :

"The members of the Committee shall be appointed for an undefined term, the Council retaining the right to renew the composition of the Committee every six years."

The rapporteur stressed the fact that the Committee had not asked for an explicit derogation on this point.

3. *The Advisory Committee of the Communications and Transit Organisation* had appointed a special committee to make suggestions regarding the modification of the Statute of the Organisation.

The rapporteur asked for leave to postpone his suggestions as to the action to be taken on the report of this special committee, which raised certain difficulties, mainly of a legal character.

4. In accordance with the Council's instructions, the *Office international d'Hygiène publique* had been consulted as to the part which it would have to play within the framework of the proposed reform of the *Health Organisation*.

The Permanent Committee of the *Office* declined to accept the rôle which the Special Committee* proposed to entrust to it, but submitted counter-proposals of a very different nature.

The rapporteur suggested that he should carefully examine these proposals and draw up, jointly with the rapporteur for health questions, a report which he hoped to communicate to the Council before its next ordinary session.

Before the Council M. Komarnicki, Polish representative, urged an adjournment for further consideration of the question of the

final status of the Advisory Commission for the Protection and Welfare of Children and Young People. He stressed the fact that the reforms contemplated were far-reaching in character, especially in respect of the constitution of the Commission and the participation of the assessors in its work. He felt that Governments should be given an opportunity to examine the matter with care and submit their observations.

M. de Madariaga, representative of Spain, was not opposed to the adoption of the report. He wished to make two remarks. As regards the Advisory Commission for the Protection and Welfare of Children and Young People, he declared that his Government would prefer to retain the active collaboration of the assessors and representatives of voluntary organisations. He added that he was prepared to accept the idea put forward in the report, on the understanding that the co-operation of the Organisations and individuals concerned would be maintained, in the future, at all events as fully as had been the case in the past.

He realised the need for discretion in respect of information submitted to the Advisory Committee of Experts on Slavery, but felt, nevertheless, that the confidential character of its work should not be unduly exaggerated. He failed to see why permanent delegates at Geneva, usually allowed to attend even committee meetings of a confidential character, should be excluded from the meetings of the Committee on Slavery. He emphasised his Government's desire to reduce to the strict minimum confidential meetings of committees doing League work. He added that it was the Council that was called upon to decide when and how far a matter coming before the Committee should be made public, and expressed the hope that the Council would take such decisions in the broadest spirit.

M. Titulesco, Rumanian delegate, supported the proposal made by the representative of Poland.

M. Paul-Boncour appreciated M. de Madariaga's remarks, and, in particular, his reference to the confidential character of the work of the Committee on Slavery. He pointed out that the Committee was already attended by its members, its officials and its experts, and that there was thus a great possibility of diffusion of information as to its proceedings. He did not oppose the suggestion that permanent delegates be entitled to attend the meetings of the Committee and offered to introduce a short phrase in his report to meet this desire.

* This Committee was entrusted with the study of the constitution and working of League Committees.

He also appreciated the considerations of the representatives of Poland and Rumania in respect of the Advisory Commission for the Protection and Welfare of Children and Young People. He explained, however, that the object of the reform proposed was to facilitate the working of the Committee, as it had been found that in course of time the assessors had become so numerous that there had been a lessening of the chance of expeditious results being achieved. He agreed that the private organisations which the assessors represented were of great importance and should be encouraged to associate themselves with the League work. He made it clear that, in virtue of the proposed reform, the Committee would be entitled and would indeed be under a moral obligation, to convene the representatives of the private organisations whenever a question which interested them was under discussion.

He added that he did not object to the adjournment of the consideration of his report.

The President proposed that the Council adopt the report, with the exception of the part dealing with the Advisory Commission for the Protection and Welfare of Children and Young People, which might be adjourned until September.

The Council adopted the rapporteur's conclusions, subject to the reservations made by the President and the representative of Spain.

5. INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The Treaties and International Engagements registered by the Secretariat of the League during May include :

An exchange of notes between France and Estonia modifying the Commercial Convention of March 15th, 1929, between the two countries (Tallinn, February 22nd, 1936), presented by Estonia.

A Protocol modifying the additional Agreement of July 15th, 1934, to the Treaty of Commerce and Navigation between Estonia and Finland (Tallinn, April 3rd, 1936), presented by Estonia.

A provisional Agreement between Afghanistan and the United States of America in regard to Friendship and Diplomatic and Consular Representation (Paris, March 26th, 1936), presented by the United States of America.

An Agreement between Estonia and Lithuania regarding the reciprocal protection of rights to industrial property (Riga, December 10th, 1935), presented by Estonia.

A Protocol between Estonia and Latvia, settling the question of payment of indemnities for alienated territory constituting the frontier zone between those two countries (Riga, December 10th, 1935), presented by Estonia.

A supplementary Convention to the Extradition Treaty of October 29th, 1883, between the United States of America and the Grand Duchy of Luxemburg (Luxemburg, April 24th, 1935), presented by the United States of America.

An exchange of notes between Great Britain and Northern Ireland and Greece, constituting an agreement regarding the increase of coefficients for valuation of British expropriated properties in Greece (Athens, January 18th and 21st, 1936), presented by the United Kingdom.

An Agreement between Great Britain and Northern Ireland and Sweden regarding the mutual recognition of the load line certificates issued to ships to which the International Load Line Convention of 1930 does not apply (London, April 30th, 1936), presented by Sweden.

A Treaty between the United States of America and the United Mexican States to facilitate assistance to and salvage of vessels of either country in danger or shipwrecked on the coast or within the territorial waters of the other country (Mexico, June 13th, 1935), presented by the United States of America.

An arrangement between India and the Netherlands Indies for an exchange of money orders between the Post Offices of those two countries (Bandoeng, June 28th, 1935, and New Delhi, November 28th, 1935), presented by the United Kingdom.

An Agreement between Great Britain and Northern Ireland and France for the exchange of money orders between the Post Office of the United Kingdom of Great Britain and Northern Ireland and the Post Offices of the countries of the Levant under French mandate (Paris, July 16th, 1935), presented by the United Kingdom.

An exchange of notes between Spain and the Irish Free State, constituting an agreement respecting the service of diplomatic bags (Dublin, December 16th, 1935, and January 14th 1936), presented by Spain.

A series of agreements of a fiscal character between Rumania and Czechoslovakia, presented by both Governments.

IV.—TECHNICAL ORGANISATIONS.

I. HEALTH ORGANISATION

Meeting of the Health Committee.

The League Health Committee held its twenty-third session at Geneva from April 27th to May 2nd with Dr. Madsen (Danish) as Chairman, and reviewed the activities of the Health Organisation.

Inquiries into Urban and Rural Housing

The Committee discussed the progress of its inquiry into housing. The purpose of this inquiry is to enable States Members of the League to have at their disposal documentary information as to the principles of modern hygiene in relation to housing in town and country. The inquiry covers housing and town planning.

After assembling a collection of preliminary documents, the Health Committee drew up a plan for a technical investigation leading up to the framing of certain principles and recommendations based on scientific experience; observance of these would, it was thought, afford the individual the maximum of comfort, health, and security, while keeping the costs of construction down to their lowest possible figure.

The following are some of the points involved: the quality of building materials from the point of view of hygiene; the hygiene of heating and cooling; of ventilation, sunshine, and natural and artificial lighting; of town planning, such as methods and standards for determining the density of population in cities and the lay-out of open spaces, parks, and playgrounds; types of urban and rural dwellings; achievements in town and rural development, with reference to their success in meeting the requirements of hygiene and conforming to climatic and economic conditions; housing standards and regulations and housing inspection; exchange of information on existing legislation, administration, etc.

To prepare for the carrying out of the plan of investigation, national commissions have been set up in a number of countries:

In *France*, such a national Commission has been appointed by the Ministry of Public Health, under the chairmanship of Professor Parisot. This Commission has already met a number of times and has set up sub-commissions and appointed rapporteurs, each of whom has prepared an outline of his report.

In the *United Kingdom*, Professor Jameson, Dean of the London School of Hygiene and

Tropical Medicine and a member of the Housing Commission invited to a meeting a number of institutions at present engaged in the study of different problems connected with the hygiene of housing. After discussion, it was decided to create a Commission for the collection of data on these problems. The organisation of a centre of co-ordination and information, in which various scientific and technical organisations, as well as a number of industrial groups would be represented, is at present under consideration.

In the *Netherlands* the Dutch Centre for research work in applied natural sciences (T.N.O., The Hague) proposes to form a central commission in order to co-ordinate the investigations, including some that have already in part been dealt with by other commissions or organisations.

In *Poland*, a national Commission was appointed at the close of 1935 under the chairmanship of M. Chodzko, Director of the National School of Hygiene. A number of rapporteurs have been nominated.

In *Spain*, the National Commission is under the chairmanship of Professor G. Pittaluga.

In the *United States of America*, Dr. C. E. A. Winslow, Professor of Hygiene in the Medical School of Yale University, New Haven, was instrumental in securing the appointment of a Commission, under the auspices of the American Public Health Association and with the approval of Surgeon-General Cumming.

In *Sweden*, the necessary decision was taken by Dr. J. Axel Höjer, Director-General of the Swedish Public Health Service and a member of the Housing Commission.

A similar Commission is to be set up in the *U.S.S.R.*

These various Commissions will consider the plan of investigation to ascertain how far it corresponds to what has already been done in the country in question; they will also report on such matters as they think should be submitted to international inquiry.

The Committee noted with satisfaction that the above arrangements would make for practical and constructive co-operation between the practitioner, the hygienist, and the various branches of experts, who would lay down common principles and endeavour to secure their observance by the technical and industrial groups concerned.

It is estimated in the plan of studies that the collection of documentation, and the preparation of national reports, will be concluded at the end of 1936, and it is proposed to submit these to a conference of experts. The findings of this Conference, particularly in regard to rural dwellings and rural development (including water supply, sewage disposal and removal of garbage), will be given publicity through the medium of the International Exhibition on Rural Housing which is to take place in 1937.

Conference on Rural Hygiene in the Far East.

The Committee was informed that owing to the courtesy of the Netherlands Government, this Conference would be held in Java in 1937. The preparatory work has been entrusted to a Committee consisting of Mr. A. S. Haynes, former Colonial Secretary of the Malay States, Professor C. D. de Langen, Honorary Dean of the Faculty of Medicine of Batavia, and Dr. E. J. Pampana, Secretary of the League's Malaria Commission. The Committee sailed for Bombay on March 27th for a tour of about five months in India, Burma, the Malay States, the Netherlands Indies, the Philippines, French Indo-China, Siam and Ceylon.

The Preparatory Committee will get into touch with health administrations, and will decide as to the problems suitable for treatment by the Conference and the documents to be laid before it.

The Preparatory Committee is making a preliminary enquiry into the nutrition problem in the Far East, which question the Health Committee has decided to place on the Conference's agenda. The wishes expressed in February, 1936, by the Mixed Committee on Nutrition will thus be met. The agenda will be published and distributed before the end of 1936.

The International Institute of Agriculture and the International Labour Office have expressed a wish to be represented at the Conference.

Nutrition.

The Health Committee was informed of the progress of the enquiry made in execution of its decisions of last October. Several members stated that their country approved of and would assist in this inquiry.

The Committee, in October, 1935, set up a Commission which met the following month and published a report on the physiological bases of nutrition, defining the requirements of the individual, especially during the period of growth (from conception to maturity) and

laying down principle of rational feeding. The report mentions a list of nine further questions suitable for enquiry by the Health Organisation.

The following institutions have been consulted on the principles laid down in the report and on the subjects for further study:

Belgium: The Royal Academy of Medicine.

United Kingdom: The Medical Research Council and the Ministry of Health.

Spain: The Academy of Medicine.

United States of America: The National Research Council.

France: The Academy of Medicine.

Netherlands: The Academy of Science.

Union of Soviet Socialist Republics: The Scientific Research Council.

Denmark: The Danish Committee on Nutrition.

Norway: The Norwegian Committee on Nutrition.

Sweden: The Royal Committee on Nutrition, specially set up for this purpose.

Italy: The Committee on Medical Science of the National Research Committee.

All the opinions so far received show the importance attached to the report and to the continuation of the Commission's work. The subjects proposed for further study have been allocated among the members (individuals or sub-committees) of the institutions consulted, according to their relative importance in the various countries and to their relation with work already being carried out by the national health services and laboratories.

As this work is now sufficiently advanced in a number of countries, the Health Committee decided that the Commission should meet on June 4th, in order to take note of the conditions under which it would be possible to carry out the recommendations of the report in individual countries and to take the necessary steps for the continuance of the investigation.

Of the problems for study, there are two which, in practice, are particularly important:

- (a) methods of estimating the state of nutrition, particularly in children;
- (b) nutritional needs during infancy.

The Committee decided to consult experts on these two questions (school medical inspectors, pediatricists, etc.).

The extension of the investigation to continents other than Europe and North America (nutrition of Asiatic and African peoples) was

also considered. In Asia, as has been mentioned above, the question will figure on the agenda of the Rural Hygiene Conference in the Far East (1937) and, subsequently, on that of the regular session of the Far Eastern Association of Tropical Medicine (1938). In Africa, the Pan-African Health Conference (Johannesburg, November, 1935)* placed on record its interest in the study of nutrition. General Lasnet, one of the members of the Committee, pointed out how the question is complicated by the great diversity in the supply of foodstuffs and in the degree of culture among different peoples. He considered it essential to ask Governments to make a complete study of the various aspects of the problem: health, public economy, finance, agriculture. The Committee, therefore decided to consult these Governments with a view to organising the necessary inquiry.

Liaison with Health Administrations.

The United States of America offered hospitality to a collective study tour (November 4th to December 7th, 1935) organised as part of the system of liaison between health administrations and to be devoted to an inspection of what national administrations have done recently for health and social protection. Professor J. Parisot, one of the six administrative and health experts who took part,* explained to the Committee the programme, the methods followed and the lessons learned from the tour †

The discussion brought out the value attached by members of the Committee to such tours as a means of establishing contact between national administrations and institutions and of developing a reciprocal acquaintance with methods of solving the main problems that arise in public health and social medicine. In consequence, the Committee welcomed a proposal by Professor Sordelli to arrange for a tour of study, by six distinguished health specialists of Latin-America, of modern institutions in the United States and the chief countries of Europe, responsible for the training of health personnel.

* The mission was composed of the following: Dr. B. Boreic, Director of the State Institute of Hygiene and School of Public Health, Zagreb; Dr. L. S. Fridericia, Professor of Hygiene at the University of Copenhagen; Dr. H. Van der Kaa, Chief Health Inspector of the Netherlands, the Hague; Dr. J. Parisot, Professor of Hygiene at the University of Nancy; Professor R. M. F. Picken, Institute of Preventive Medicine, Welsh National School of Medicine, Cardiff; Dr. E. Rietz, Chief Medical Officer of Health, Stockholm.

† These form the subject of a long report which will appear in the "Quarterly Bulletin of the Health Organisation" in 1936.

This proposal is of special interest; for the Health Organisation has paid much attention to the question of instruction in public health. In 1924, it set up a Committee on the question, which met at Warsaw in April, 1926, and at Budapest and Zagreb in September-October, 1927, at the time of the opening of the National Schools of Health in those cities. The Committee published in 1930 a report on the teaching of hygiene in different countries of Europe.

Since that time, difficulties due, in particular, to economic conditions have been encountered by schools of health, while at the same time much progress has been made in the teaching of the subject. The Committee therefore considered that Professor Sordelli's proposal should form the occasion for a revision and bringing up to date of the investigations of 1924-30, especially as Professor Sordelli based his request on the fact that Latin-American administrations are desirous of establishing health schools of a modern type. It was therefore decided to arrange for the proposed tour of study from November 1st, 1936, to March 1st, 1937. It will be concluded by a meeting of the conference of Directors of schools and institutes of health.

The Bureau, which met during the Health Committee's session, decided to take up again a question which has been before the Health Organisation for five years and was interrupted in 1932: the milk problem. This question has already been the subject of much research, the results of which were published in the *Quarterly Bulletin* in 1932, and form the first stage in the Organisation's programme of action. The Bureau decided that the second stage should now be entered on, at the time when the League is dealing with the problem of nutrition. The object would be to make quite clear the present position as regards the milk supply of Europe, to throw light on existing difficulties and bring out the practical problems involved. Whilst, theoretically speaking, what is meant by a healthy milk supply is perfectly clear, economic financial and other circumstances sometimes prevent the organisation of proper supervision. Milk is dangerous as a food if its proper condition is not ensured by a strict supervision of production, distribution and consumption.

Pan-African Health Conference

(November 20th to 30th, 1935).

The Health Committee considered the report of the Conference, which was published in the March number of the *Quarterly Bulletin*. The Minister of Health of the Union of South

Africa, Sir Edward N. Thornton, was present at the meeting and laid stress on his country's interest in the co-ordination by African administrations of their work on health problems. The Conference adopted a resolution in favour of the principle of international co-ordination of health work under the general guidance of the Health Organisation, the method of the Pan-African Health Conference summoned by the League being employed to secure this co-ordination. The Health Committee decided to refer to its Bureau the question of the method of securing the desired co-operation and further approved another suggestion of the Conference, to the effect that there should be individual exchanges of medical personnel between African countries. This question will come before the Bureau of the Health Committee at its June meeting; prior to this meeting, those of its members representing countries with African possessions will consult their Governments.

Eastern Bureau at Singapore

The Health Committee received the report of the Advisory Committee of the Singapore Bureau which held its ninth session in Singapore from January 15th to 17th, 1936. At this session, the Advisory Committee approved the Directors' Report for 1935, examined certain questions concerning the Bureau's organisation and voted a resolution in which its members undertook to give every assistance to the Preparatory Committee of the Conference on Rural Hygiene in the Far East. It was glad to learn of the attitude adopted by the Permanent Committee of the International Office of Public Health in regard to measures to be applied in suspected districts of Africa for ascertaining without delay whether yellow-fever is present, and asked the Bureau to undertake certain investigations with a view to securing a greater uniformity in methods in force in different countries for determining the moment at which a port ceases to be "infected."

Revision of the International Nomenclature of Diseases.

In order to ensure the comparability of the mortality statistics of different countries, there exists an international nomenclature of diseases which a number of Governments have agreed by Convention to use for the declaration and registration of causes of death. This nomenclature is revised every ten years by an international committee convened by the French Government.

Having regard to the value of the Health Organisation's work on health statistics, the

French Government in 1927 offered to entrust the preparation of the revision for 1929 to the International Institute of Statistics and the Health Organisation. This offer was accepted by Health Committee and by the Council.

The French Government decided to adopt the same course as regards the 1939 revision and therefore asked the International Institute of Statistics and the Health Committee to set up a mixed committee, as was done ten years ago, to prepare the ground for the International Committee which it will summon in 1939.

Miscellaneous.

The Health Committee considered the report of the Director of the Section and dealt with the Health Organisation's work on syphilis. It also took several decisions regarding proposals made for investigations into maternal mortality, lupus and drug addiction.

The composition of the Health Committee is now as follows: Professor G. Bastianelli (Italian); Professor W. Bronner (U.S.S.R.); Dame Janet Campbell (British); Dr. H. Carrière (Swiss); Dr. W. Chodzko (Polish); Dr. D. J. Coffey (Irish); Surgeon-General H. S. Cumming (American); Professor F. G. Fitzgerald (Canadian); Dr. J. Heng Liu (Chinese); Dr. N. M. J. Jitta (Dutch) (Vice-President); Dr. Bela Johan (Hungarian); Professor Ricardo Jorge (Portuguese); Professor Husamettin Kural (Turkish); General Lasnet (French); Dr. A. Lutrario (Italian); Dr. Th. Madsen (Danish) (President); Dr. M. T. Morgan (British); Professor J. Parisot (French); Professor G. Rittaluga (Spanish); Lt.-Col. A. J. H. Russell (India); Dr. René Sand (Int. Red Cross); Dr. B. Sbarsky (U.S.S.R.); Professor A. Sordelli (Argentinian); Dr. M. Tsurumi (Japanese).

* * *

On May 11th, the Council took note of the work of the Health Committee and approved the report on the twenty-third session of that body.

The rapporteur, M. Munch (Denmark), referred to the keen interest that had been aroused in different countries by the findings of the report on the physiological bases of nutrition. In eleven countries of Europe and North America, he said, the leading scientific institutions consulted by the Health Organisation, had undertaken the study of the problems suggested in the report. The same methods had been adopted as regards this problem of housing.

The Council then approved the proposal that the Health Committee should arrange for a group of six distinguished hygienists of Latin-American countries to make a study of modern institutions for the training of public health officers in Europe and the United States. This inquiry would be of particular value, in as much as several Latin-American countries had decided to establish similar institutions.

2. ECONOMIC AND FINANCIAL ORGANISATION.

Work of the Financial Committee.

The report of the Financial Committee on its sixty-first session, which was held at Geneva from April 29th to May 6th, was approved by the Council on May 13th. The Committee was mainly concerned with the position in Austria, Bulgaria, Hungary and Estonia. As the rapporteur to the Council, Mr. Bruce (Australia), remarked, "in all the countries mentioned, economic conditions have continued to improve."

* * *

Austria.—The financial situation in Austria is more satisfactory. Provisional results for 1935 and estimates for 1936 were as follows:—

	1935.	1936.
	(in millions of schillings).	
(1) Expenditure	1,939·99	1,902·49
(2) Receipts	1,882·15	1,881·43
(3) Deficit of the ordinary budget	—57·84	—21·06
(4) Investments	103·57	36·59

To the prospective deficit in the original budget estimates for 1936 an additional amount must be added under various heads, and a further expenditure up to a total sum of about a hundred million schillings must be provided for.

But revenue receipts having recently been satisfactory, the greater part of the excess expenditure can be met without further increase of taxes.

The Financial Committee considers that the maintenance of the budget equilibrium remains an essential condition of economic progress in Austria.

The position of the State railways remains difficult, but the efforts of the Administration to reduce expenditure have enabled any deterioration as compared with last year to be avoided.

The Austrian Government thinks that it will be possible to deal with the situation arising from the collapse of the Phoenix Life Insurance Company without financial aid from the Treasury.

The National Bank's gold and foreign exchange reserves show a decrease, as does also the note circulation. The gold and foreign exchange cover is 27·7 per cent.

The foreign trade returns for the first quarter of the year show a further increase in the volume of trade. Industrial activity also increased during the same period.

Hungary.—Provisional figures for the first ten months of the fiscal year ending on June 30th, 1936, show receipts higher by 6·8 per cent. and expenditure higher by 3·3 per cent. than for the corresponding period of last year. There has consequently been some improvement.

At the present time, when receipts are increasing, every effort should, it would seem, be made to secure budget equilibrium. The present deficit is chiefly caused by the losses on State undertakings. The cash position of the Treasury is better. There has been no State borrowing on the internal market during the current fiscal year. But the floating debt continues to increase by the funding of certain interests. Commitments of the State have been somewhat reduced, but still amount to a considerable sum.

The National Bank has carried out the programme recommended by the Financial Committee. There has been an increase both in the absolute foreign exchange receipts and in the proportion of freely convertible exchange. This increase has been achieved in spite of adverse factors, such as the bad 1935 harvest. The increased export of Hungarian agricultural products to Germany has resulted in a certain diversion of exports from Hungary's traditional markets and from markets yielding freely convertible exchange.

The National Bank has regularly made transfers from the appropriate currencies towards the services of the Reconstruction Loan (1934) in execution of the programme announced on July 5th last to the League Loans Committee (London).

Although the revival of business activity has been less in Hungary than in some other countries, it is none the less visible. Industrial production has increased. Imports of finished articles have decreased, while those of raw materials have risen. Foreign trade shows an increase in value. In quantities, imports are higher than they were for the corresponding period of last year; but exports are declining.

Estonia.—Public finances are in a very satisfactory situation. Budget equilibrium has been maintained uninterruptedly since 1926, except for the years 1931–32 and 1932–33.



The Treasury is in an easy position and has been able to accumulate reserves, which have steadily grown since 1933.

The internal debt is relatively low. The State has been able to pay off its debt to the Bank of Estonia in full.

The general economic position of the country has improved, foreign trade has developed and prices have been maintained at satisfactory levels.

Bulgaria.—The Committee observed that revenue was nearly always over-estimated. The initial deficit has generally increased as the year went on and efforts to compress expenditure correspondingly have not been over successful. The cash deficit has from time to time been covered by discounting Treasury Bills, for the greater part directly with the Central Bank. The amount of such bills outstanding was 600 million leva in 1931 and rose progressively to 1,632 million at the end of March, 1936. To this increase of nearly 1,000 millions must be added 538 million bills held for the non-transferred foreign debts, 556 million in connection with the tobacco compensation, 300 million from the recent three and six years' loans and other important short-term indebtedness.

The Financial Committee pointed out to the Council that the budget figures were those of a budget "d'exercice" and in the prevailing perplexity of Bulgarian public finance gave an incomplete picture of the true position.

In view of the importance, in particular to the Bulgarian Administration itself, of securing a clearer method of stating the essential figures, the Financial Committee, particularly in its report of September, 1935, urged the necessity of a reform in the Bulgarian accounting system. Certain steps have now been taken in this direction.

The results of the State budget and of the railway budget for 1935 are as follows:

Receipts	6,613.9 millions of leva.
Expenditure	6,891.9 " "
Deficit	—278 " "

The above figures include in receipts and expenditure a sum of 532 millions corresponding to the untransferred part of the service of the foreign debt. It should further be noted that the 1935 financial year left a total of 317.4 millions of expenditure not met, and that the above mentioned total receipts include 325 millions of exceptional receipts.

The 1936 budget is balanced as regards receipts and expenditure at a total of 7,556.5 millions of leva.

The receipts of the funds newly incorporated in the ordinary budget are included in the budget estimates at 376.8 millions. The expenditure previously defrayed out of these incorporated funds will henceforward be paid out of the credits granted to the different departments for this purpose, amounting to 234.2 millions. Apart from this fund incorporated in the budget, there are still funds kept outside the State budget, the receipts and expenditure of which amount to over 2,000 millions.

The estimates of receipts for 1936 exceed the actual comparable ordinary receipts of 1935 by about 800 millions. A part of the estimated increases can only result from an improvement in the country's economic situation. The budget's equilibrium is the more uncertain inasmuch as the 1936 financial period will have to bear additional expenditure over and above the estimated ordinary expenditure.

The possible deficit in the ordinary budget and the necessity for covering fresh expenditure have led the Bulgarian Government to seek fresh resources. The changes already made in the fiscal legislation, or in preparation, do not hold out a prospect of finding the necessary sums within a sufficiently short period. The Finance Minister, therefore, asked for a suspension of the amortisation payment of Treasury Bills, the discounting of which by the National Bank of Bulgaria was authorised in May and September last.

On the proposal of the Financial Committee, the Council agreed that the amortisation of the Treasury Bills issued by the Bulgarian Government in accordance with the Council resolutions adopted in May and September, 1935, should be suspended for the current financial year.

The Council in 1928 had authorised the Bulgarian Government to raise to 1,700 millions of leva the total amount of bills which the Treasury is authorised to issue. It now observed that the Government had entered into certain engagements which were not within these limits and took note of the fact. It further decided, in view of the Treasury position, to authorise the payment by the Bulgarian Government to the National Bank of the seigneurage profits derived from the issue of subsidiary coinage to be postponed.

There are, however, certain signs of an improvement in Bulgaria, in consequence of last year's satisfactory harvest and the higher prices of staple commodities. The production and sales of local industries are higher than in the corresponding months of last year; the goods traffic and turnover of internal trade

are on the increase, while the foreign trade figures for the first three months of 1936 are more favourable.

But this movement has not resulted in an increase of inflow of free *Devisen*. However, considerable economies in free *Devisen* payments have been achieved.

More extensive application of the private compensation system in foreign trade has supplied the commerce of the country with a considerable amount of *Devisen* not passing through the National Bank and has had the result of enabling the country to reduce its foreign commercial indebtedness to manageable figures. But it must be observed that important debit balances on clearing accounts with certain countries are awaiting settlement.

Once again the Financial Committee referred to the price-fixing policy of the Government and the creation of a number of monopolies and semi-monopolies for the purpose of buying

up certain agricultural products at artificially high prices. In its opinion, this policy is a dangerous one and may tend to create discrimination against those parts of the country where the articles favoured by price regulation are not produced.

Financial Statistics.—The Council requested the Committee of Statistical Experts to study and report upon the methods by which the comparability of financial statistics might be improved.

3. COMMUNICATIONS AND TRANSIT.

Buoyage and Lighting of Coasts.†

The Council decided on May 13th to open for signature by the States invited to the Lisbon Conference of 1930 for the Unification of Buoyage and Lighting of Coasts, the agreement drawn up by the Committee of Experts which met in London from February 10th to 14th, 1936.

V.—SOCIAL AND HUMANITARIAN QUESTIONS.

I. TRAFFIC IN OPIUM.

(a) *Meeting of the Advisory Committee.*

The Advisory Committee on the Traffic in Opium and Other Dangerous Drugs met in Geneva on May 18th and was still sitting at the beginning of June.

The Committee elected its Bureau. M. Witold Chodzko (Poland), Former Minister, was appointed chairman, and Mr. G. S. Hardy (India), vice-chairman. M. Delgorge (Netherlands) was asked to be general rapporteur.

The next number of the *Monthly Summary* will give full details of the Committee's work.

The following are attending the session :

Dr. Witold Chodzko (Poland), chairman ; Mr. G. S. Hardy (India), vice-chairman ; Dr. Bruno Schultz (Austria) ; Colonel Sharman (Canada) ; Dr. Hoo Chi Tsai (China) ; El Miralai Baker Bey (Egypt) ; M. Julio Casares (Spain) ; M. Gaston Bourgois (France) ; Major W. H. Coles (United Kingdom) ; M. Massa Aki Hotta (Japan) ; M. Manuel Tello (Mexico) ; M. J. H. Delgorge (Netherlands) ; M. A. de Vasconcellos (Portugal) ; Phya Rajawangansan (Siam) ; Major von Heidenstam (Sweden) ; Dr. H. Carrière (Switzerland) ; M. Numan Tahir Seymen (Turkey) ; Dr. Ivan Subbotitch (Yugoslavia) ; Mr. Stuard J. Fuller (United States). Assessors : Mr. L. A. Lyall and Dr. de Myttenaere.

(b) *Permanent Central Opium Board.**

The Council considered on May 13th the report of the Permanent Central Opium Board

on the statistics for the year 1934 furnished to the Board under the terms of the 1925 and 1931 Conventions, including the statement called for in Article 14, paragraph 3, of the latter.

The rapporteur, M. de Vasconcellos (Portugal), said that in his view the methods now employed in the repression of the illicit traffic had not given satisfactory results, and that the situation called for new methods and, in particular, the supply of sufficient funds to the national administrations engaged in combating the drug evil, which administrations the High Contracting Parties had agreed to set up under Article 15 of the Convention of 1931.

2. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

Work of the Advisory Committee before the Council.

The Council examined the report of the Commission for the Protection and Welfare of Young People‡ on May 13th.

It took note of the activities of the Traffic in Women and Children Committee, which related especially to the rehabilitation of women of full age, the new draft of the Convention for the Suppression of the Exploitation of Prostitution, and the coming Conference of Central Authorities in Eastern and Far Eastern countries, which will take place in February, 1937, at Bandoeng.

† See *Monthly Summary*, Vol. XVI., No. 2, page 53.

‡ See *Monthly Summary*, Vol. XVI., No. 4, page 111 sq.

* See *Monthly Summary*, Vol. XVI., No. 3, page 86.

The Council was also informed of the work being done by the Child Welfare Committee as regards the placing of children in families, the recreational aspect of the cinema for young people, the problem of young offenders and young children in moral danger, the effect of the economic depression and unemployment on children and young persons, nutrition, etc.

3. ASSISTANCE TO INDIGENT FOREIGNERS AND EXECUTION OF MAINTENANCE OBLIGATIONS ABROAD.

Work of the Committee of Experts.

On May 11th, the Council received the Report of the Committee of Experts on Assistance to Indigent Foreigners and the Execution of Maintenance Obligations Abroad on its second session.*

The rapporteur, M. Rivas Vicuna (Chile), said that there were at present scattered throughout the world thousands of persons who, having lost their employment, had, with their families, fallen into a state of indigence, and who should be given assistance.

He explained that the committee that had been instructed to study this problem had, in 1933, suggested the conclusion of a multilateral convention. Thirty-five Governments and four international organisations had communicated their observations on this proposal to the Secretary-General. A new draft had been prepared by the Committee on the lines of these replies; the Danish and Swiss experts had made reservations in regard to this draft.

The rapporteur considered that the preparatory work for the conclusion of an international convention had reached a stage at which Governments must be consulted again.

In accordance with the procedure adopted by the Assembly on September 25th, 1931, in

regard to the negotiation of general conventions under the auspices of the League, the rapporteur proposed the transmission of the following documents to all Governments, whether members of the League or not, and also to the international organisations which replied at the time of the first consultation—the new draft convention, the Report of the Committee of Experts on the work of its second session, the summary of observations received by the Secretary-General concerning the first draft convention and M. Rivas Vicuna's report to the Council.

Governments and international organisations were further invited to forward their views to the Secretary-General.

It was decided that the question of assistance to indigent foreigners should be placed on the agenda of the next Assembly.

4. SLAVERY.

Report of the Committee of Experts.

On May 13th the report of the Committee of Experts on Slavery came before the Council.†

The Council decided to authorise the publication of this report and of its annexes.

During the discussion leading up to this decision, it was emphasised that the Council could not express any opinion and was bound to make every reservation as regards the documents forwarded to the Committee by the Italian Government on slavery in Ethiopian territory occupied by Italy, and as regards that part of the report which related to them. The documents in question should, under Article 16, paragraph 2 of the Committee's Rules of Procedure, be transmitted to the Government of the country concerned for its observations.

The Council also decided to adjourn consideration of the substance of the report till a later meeting.

VI.—ADMINISTRATIVE QUESTIONS.

1. FREE CITY OF DANZIG.

Term of Office of the High Commissioner.

On May 13th the Council renewed for another year, as from January 15th, 1937, the term of office of Mr. Sean Lester, as League High Commissioner at Danzig.

In October, 1933, Mr. Lester had been appointed High Commissioner in the Free City for a period of three years, expiring on January 15th, 1937.

The President of the Council, Mr. Eden, representative of the United Kingdom, paid a

tribute to the High Commissioner for the signal services he had rendered to the Council, whose confidence in him had been fully justified.

M. Komarnicki, the Polish representative, and M. Paul-Boncour, representative of France, associated themselves with the tribute paid to Mr. Lester, stressing the impartiality and the success with which he had performed his duties.

2. MANDATES.

Meeting of the Permanent Commission.

The Permanent Mandates Commission met for its 29th session at Geneva on May 27th. On

* See Monthly Summary, Vol XVI., No. 1, page 26.

† See Monthly Summary, Vol. XVI., No. 4, page 117.

its agenda are reports of the mandatory Powers for the following territories: Palestine and Trans-Jordan, Syria and the Lebanon, Tanganyika, Nauru, New Guinea and South West Africa. The mandatory Powers are represented as follows:—

Great Britain: Mr. Trusted, Attorney-General of the Palestine Government; Mr. Kirkbride, Deputy British Resident in Trans-Jordan; and Mr. Evans, Deputy Secretary to the Palestine Government; Mr. Calder of the Colonial Office, and Mr. Sayers, Deputy Chief Secretary of Tanganyika.

France: M. Robert de Caix, former Secretary-General to the High Commissariat of the French Republic in Syria and the Lebanon.

Australia: Sir John McLaren, Official Secretary of the Australian Commonwealth in Great Britain.

Union of South Africa: Mr. C. T. de Water, High Commissioner of the Union of South Africa in London and Mr. H. T. Andrews, acting

accredited representative of the South African Union in Geneva.

The agenda includes also a number of petitions relating to Palestine and Trans-Jordan, Syria and the Lebanon, the Cameroons under French mandate, Tanganyika and New Guinea.

The Commission re-elected Marquis Theodoli as chairman, and M. Pierre Orts as vice-chairman.

A subsequent issue of the *Monthly Summary* will give an account of the Commission's work.

The Commission is made up of the following members: Marquis A. Theodoli, Chairman (Italian), M. Pierre Orts, Vice-chairman (Belgian), Baron van Asbeck (Dutch), Mlle V. Dannevig (Norwegian), Lord Lugard (British), M. F. P. J. Manceron (French), M. L. Palacios (Spanish), Count de Penha-Garcia (Portuguese), M. William Rappard (Swiss), M. N. Sakenobe (Japanese), and Mr. C. W. H. Weaver, as expert attached to the Commission by the International Labour Organisation.

VII.—PROTECTION OF MINORITIES.

MINORITIES IN ALBANIA.

On May 13th the Council considered the question of the application of the provisions of Article 5, paragraph 2, of the Albanian Declaration of October 2nd, 1921.*

Dr. F. Aslani, representative of Albania, came to the Council table.

The representative of Spain, M. de Madariaga, observed in his report to the Council that at its January, 1936 session, the Council had noted the provisions adopted by the Albanian Government regarding private schools for linguistic minorities. As regards the question of confessional schools, the situation having remained stationary, the Council had instructed the rapporteur to keep in touch with the Albanian Government.

By a letter of May 6th, 1936, the Albanian Minister for Foreign Affairs informed the Secretary-General that his Government, not wishing to leave the question of confessional schools unsettled any longer, had taken steps to provide a final solution. The Albanian Government had recently promulgated a law, the object of which was to recognise and regulate the rights of natural and juridical persons, including religious communities, to open and maintain schools and other private educational establishments.

In the rapporteur's view the provisions of this law adequately fulfil the stipulations of Article 5, paragraph 1, of the Albanian Declaration, and provide a satisfactory solution of the question of confessional schools. The rapporteur pointed out, however, that, according to the explanations given by the Albanian representative, the provisions of Article 9 of the law with regard to the use of the Albanian language in schools, either exclusively or compulsorily, for certain subjects were not intended to affect the previous regulations concerning the free use of their mother tongue by the pupils in the minority schools. These regulations being based on the Albanian Declaration of October 2nd, 1921, their clauses took precedence, as regards the minorities concerned, over all other laws and regulations in force.

The rapporteur proposed that the Council close its examination of the subject, and convey to the Albanian Government its appreciation of its goodwill.

The President, on behalf of the Council, thanked the rapporteur.

Dr. F. Aslani expressed to the rapporteur his Government's appreciation of the proposal that the school problem in Albania be considered as definitely settled, and his gratification that the efforts made by his Government had been found satisfactory.

The Council adopted the rapporteur's conclusions.

* See *Monthly Summary*, Vol. XVI., No. 1, page 27.

VIII.—INTELLECTUAL CO-OPERATION AND INTERNATIONAL BUREAUX.

1. COMPOSITION OF THE INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION.

The Council on May 13th dealt with the composition of the International Intellectual Co-operation Committee, five of whose members had reached the end of their period of office, namely: M. Gösta S. Forssell, Professor of Radiology in the University of Stockholm, and member of the Swedish Academy of Science; Mr. Sarvapalli Radhakrishnan, Professor of Philosophy in the University of Calcutta and Vice-Chancellor of Andhra University, Waltair; M. Sanin Cano, Colombian man of letters and publicist; M. José Castillejo, Professor of the Institutes of Roman Law in the University of Madrid; and M. Henri Srbik, Professor of History in the University of Vienna.

On the motion of the rapporteur, M. Paul-Boncour (France), the Council, in accordance with the new rules adopted on January 24th, 1936, decided to renew for a period of three years the mandates of Professor Castillejo and Professor Radhakrishnan, as members of the Committee on Intellectual Co-operation and to appoint as members for three years:

(a) Count Ferdinand Degenfeld-Schonburg, professor of National and Political Economy at Vienna University;

(b) M. Francisco García Calderon, Minister Plenipotentiary of Peru in France, a novelist and essayist who has already made a contribution to the work of intellectual co-operation;

(c) M. N. E. Nørlund (Danish), Professor of Physics in the University of Copenhagen and

President of the International Committee of Scientific Unions.

The Council at the same time conveyed an expression of its gratitude to the three retiring members of the Committee, and hoped that they would continue to give the latter the assistance of their active sympathy.

2. COMPOSITION OF THE GOVERNING BODY OF THE INTERNATIONAL INSTITUTE AT ROME FOR THE UNIFICATION OF PRIVATE LAW

On May 13th the Council appointed M. L. Hennebicq (Belgian), former President of the International Institute of Commerce, as a member of the Governing Body of the Rome Institute for the Unification of Private Law, to succeed M. J. Destrée, who died recently.

The Council also noted with regret the resignation of M. O. Undén (Swedish), as a member of that body.

3. PRESIDENCY OF THE CONFERENCE ON THE USE OF BROADCASTING IN THE CAUSE OF PEACE.†

M. Arnold Raestad, former Foreign Minister of Norway, was appointed by the Council on May 13th to be President of the Diplomatic Conference to be held in Geneva on September 3rd, 1936, for the conclusion of an international Convention on the Use of Broadcasting in the Cause of Peace.

The Council further requested M. Raestad to make the necessary arrangements for the completion of the preparations for this Conference, in agreement with the Secretary-General and the International Institute of Intellectual Co-operation.

IX.—INTERNAL ORGANISATION QUESTIONS.

1. DECLARATION OF LOYALTY MADE BY NEW LEGAL ADVISER.

The Legal Adviser to the Secretariat, M. Podesta Costa, who recently took up his duties,* made his declaration of loyalty before the Council on May 11th.

This declaration reads as follows:

"I solemnly undertake to exercise in all loyalty, discretion, and conscience the functions that have been entrusted to me as an official of the Secretariat of the League of Nations, to discharge my functions and to regulate my conduct with the interests of the League alone in view and not to seek or receive instructions from any Government or other authority external to the Secretariat of the League of Nations."

* See Monthly Summary, Vol. XVI., No. 3, page 88.

2. COMPOSITION OF THE ADMINISTRATIVE TRIBUNAL.

Following upon the resignation of M. O. Undén (Swedish), as judge of the League Administrative Tribunal, the Council decided, on May 13th, upon the proposal of its rapporteur, M. R. Aras, representative of Turkey, to appoint as his successor M. Eide (Danish), hitherto deputy judge of the Tribunal and Judge of the Court of Copenhagen. The Council also decided to fill the vacancy of a deputy judge thus created by appointing M. Frantisek Vezensky (Czechoslovak), who has occupied high judicial posts in his country and in the Saar territory.

Both appointments were made for the period expiring on December 31st, 1936.

† See Monthly Summary, Vol. XVI., No. 4, page 120.

X.—NEW LEAGUE PUBLICATIONS.

MONTHLY BULLETIN OF STATISTICS.

The May number of the *Monthly Bulletin of Statistics of the League of Nations* gives, in addition to its recurrent tables, special information on gold and silver production, bond yields and world trade.

Gold production in the world, apart from the U.S.S.R., for which country no precise information is available, amounted in 1935 to some 770,000 kg., having risen by nearly 6% as compared with 1934, and by about 33% as compared with 1929. The total for 1935 represented somewhat over 500 million old U.S.A. gold dollars. The additional gold production of the U.S.S.R. is estimated according to different sources to have amounted to something between 150,000 and 170,000 kg. (roughly 100 to 110 million gold dollars).

The world's recorded central gold reserves, excluding those of the U.S.S.R. increased from about 12,530 million old gold dollars at the end of 1934 to about 12,760 million at the end of 1935, *i.e.*, by only some 230 million.

Gold production in the Union of South Africa reached its peak in 1932 at 360,000 kg. representing about 52% of the world total (excluding the U.S.S.R.); in 1935 it amounted to 335,000 kg., or less than 44% of the above total.

Canada and the U.S.A. increased their production by 10.5% and 14% respectively in 1935 when they accounted each for about 13% of the total as compared with 10% and 11% respectively in 1929. The share of all the remaining gold producers (apart from the U.S.S.R.) which are constantly increasing in number, rose from about 23% in 1929 to over 30% in 1935.

World *production of silver*, which dropped from 8,243 tons in 1929 to 5,176 tons in 1932, had again risen to some 6,600 tons by 1935. The last year's output was about 14% larger than that of the preceding year. In the United States and Peru it increased in 1935 by roughly one half and in Japan by 16%, while in Mexico and Canada the increase was slight.

The shares of the principal producers in the world total for 1935 were as follows (the figures in brackets refer to 1929):

Mexico .. 35.6% (41.0) U.S.A... 22.5% (23.0)
Canada .. 7.8% (8.7) Peru .. 7.4% (8.1)
Rest of the World .. 26.7% (19.2)

As in the case of gold, smaller producers are gaining in relative importance.

The *yields of Government Bonds* which tended to fall in almost all countries in 1934, have shown less uniformity of movement and, in certain cases, rather wide fluctuations during 1935.

Yields continued to fall in the Union of South Africa, U.S.A., Japan, Belgium, Poland, Yugoslavia, Czechoslovakia, Austria and Germany. The downward movement has been accentuated in some countries by conversions. On the other hand, the yields tended to rise in Australia, Canada, Egypt, the United Kingdom, Sweden, Rumania, Hungary, France, the Netherlands, Switzerland and Italy. Only in the two last-mentioned countries, however, was the average yield in 1935 higher than in the preceding year.

During the first three or four months of 1936 the yields in the Union of South Africa, Austria, U.S.A., Italy, Sweden, and Czechoslovakia tended to fall, while in France, Poland and Switzerland they have risen. In all other countries yields remained stable or while fluctuating did not show a clear tendency.

The *gold value of world trade* in March, 1936, was 6.3% greater than in February, in accordance with a normal seasonal movement.

The *gold value of trade* in the first quarter of 1936 was 7.6% higher than in the corresponding quarter of 1935. As *gold prices* in the first quarter of 1936 were about 5% higher than a year ago there would appear to have been an increase in the *quantum* of world trade of about 3%. As compared with the year 1929, the *quantum* of world trade in the first quarter of 1936 amounted to 79.4% against 77.1% in the same quarter of 1935 and 84.5% in the last quarter of 1935.

XI.—FORTHCOMING LEAGUE MEETINGS.

June 16th.—Ninety-second Session of the Council, Geneva.

June 18th.—Fiscal Committee, Geneva.

June 22nd.—Sub-Committee on Production and Distribution Statistics, Geneva.

June 23rd.—Bureau of the Health Committee, Moscow.

June 23rd.—Permanent Central Opium Board, Geneva.

July 7th.—Economic Committee, Geneva.

July 8th.—Advisory Committee on League of Nations Teaching, Geneva.

July 9th.—Committee of Scientific Experts, Geneva.

July 13th.—Plenary session of the International Committee on Intellectual Co-operation, Geneva.

July 15th.—Reporting Committee of the Malaria Commission, Geneva.

August 31st.—Financial Committee, Geneva.

September 3rd.—Diplomatic Conference to examine the Draft Convention on the Use of Broadcasting in the Cause of Peace, Geneva.

September 7th.—Seventeenth (Ordinary) Session of the Assembly, Geneva.

PERMANENT COURT OF INTERNATIONAL JUSTICE*

PERMANENT COURT OF INTERNATIONAL JUSTICE.*

I. THE PAJZS, CSAKY, ESTERHAZY CASE (HUNGARY-YUGOSLAVIA).†

On May 1st the Court heard the conclusion of the observations presented by M. Gajzago on behalf of the Hungarian Government, and on May 4th, 5th and 6th, the reply and rejoinder presented respectively by M. Stoykovitch, on behalf of the Yugoslav Government, and by M. Gajzago, on behalf of the Hungarian Government.

On May 23rd, the Court made an Order joining the preliminary objections to the merits, in order to adjudicate upon these objections and, if need be, upon the merits in one and the same judgment. It also fixed as follows the further time-limits for the filing of the documents of the written proceedings on the merits:

For the reply by the Hungarian Government :
July 3rd, 1936 :

For the rejoinder by the Yugoslav Government : August 14th, 1936.

Accordingly, the case will become ready for hearing on the latter date.

2. THE CASE OF LOSINGER AND CO. (SWITZERLAND-YUGOSLAVIA).‡

The Yugoslav Government has appointed as its Agent before the Court, M. Slavko Stoyko-

vitch, agent general of the Yugoslav Government before the Mixed Arbitral Tribunals, and as Counsel, M. Dragoutine Yankovitch, advocate at the Bar of Belgrade, and former Minister, and M. Milhailo Konstantinovitch, professor at the University of Belgrade.

The oral proceedings in regard to the preliminary objection lodged by the Yugoslav Government will begin on June 3rd next.

3. OPTIONAL CLAUSE OF ARTICLE 36 OF THE COURT'S STATUTE.

The Permanent Delegate of Norway accredited to the League of Nations transmitted to the Secretariat on May 29th, 1936, a declaration of his Government's renewal for a period of ten years from October 3rd, 1936, of its acceptance of the compulsory jurisdiction of the Permanent Court of International Justice, in conformity with Article 36, paragraph 2, of the Court's Statute (Geneva, December 16th, 1920).

The declaration is made in virtue of a Royal Decree dated May 15th, 1936, and runs as follows :—

"In the name of the Norwegian Government and without need of ratification, I declare that I accept as compulsory *ipso facto* and without special convention, in relation to any other Member of State which accepts the same obligation, that is to say, on the condition of reciprocity, the jurisdiction of the Permanent Court of International Justice purely and simply for a period of ten years from October 3rd, 1936."

* This chapter has been compiled on the basis of information furnished by the Registry of the Court.

† See Monthly Summary, Vol. XVI., No. 4, page 127.

‡ See Monthly Summary, Vol. XVI., No. 4, page 127.

THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XVI., No. 6.

JUNE, 1936.

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I.—SUMMARY OF THE MONTH.

June, 1936.

In view of the turn taken by events in the dispute between Ethiopia and Italy, and on the proposal of the Argentine Government, the Assembly resumed its sixteenth ordinary session in order to consider the situation arising out of the annexation of Ethiopia and the position as to the sanctions decided on by the League.

After a general discussion, in which many speakers took part, the Assembly adopted two recommendations. In the first, it observed

that various circumstances had prevented the full application of the Covenant and declared that it remained firmly attached to the principles of that instrument which exclude the settlement of territorial questions by force. Being desirous of strengthening the League's authority and the real effectiveness of the guarantees of security, it recommended that the Council should invite the Members of the League to send to the Secretary-General proposals for improving the application of the

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principles of the Covenant. In the second recommendation, the Assembly referred to its previous decisions and recommended that the Co-ordination Committee should make proposals to Governments for bringing to an end the measures taken by them under Article 16.

* * *

The Council held a preliminary discussion on the question of a reform of the Covenant in the light of recent experience.

* * *

The Government of Nicaragua has given notice of its intention to withdraw from the League, in accordance with the provisions of Article 1, paragraph 3, of the Covenant.

* * *

A Conference of representatives of 40 States considered suitable methods of suppressing the illicit traffic in dangerous drugs, and drafted

a Convention which was signed by delegates of twenty-five countries.

* * *

The Advisory Committee on the Traffic in Opium made an examination of the general position as regards the illicit traffic, considering in particular clandestine manufacture, the situation in the Far East, and the preparatory work to be done with a view to the limitation and control of raw materials by international agreement.

* * *

The Mixed Committee on the Problem of Nutrition in relation to economic life and public health has prepared a report for submission to the Assembly.

* * *

The Assembly decided that the opening of its seventeenth ordinary session, which was to have taken place on September 7th, should be adjourned to September 21st, 1936.

II.—POLITICAL QUESTIONS.

I. DISPUTE BETWEEN ETHIOPIA AND ITALY.

On May 12th, 1936, the Council, before adjourning, decided to resume on June 16th the discussion on "the situation created by the serious new steps taken by the Italian Government" and considered that in the meantime there was "no cause for modifying the measures previously adopted in collaboration by the members of the League."

On June 2nd, the permanent delegate of Argentine accredited to the League of Nations, M. Ruiz Guinazu, sent the Secretary-General a letter asking that the Assembly might be summoned to meet on or about the date on which the Council session was to be resumed, namely, June 16th. He explained that this request was due to his Government's support of the views expressed at various Assemblies regarding the desirability of democratising the functions with which the Council is invested. The Argentine Government was convinced that it was essential that all States Members of the League of Nations, which is founded on the principle of equality, should have an opportunity of considering the situation arising out of the dispute between Italy and Ethiopia, and of assuming their responsibilities and expressing their opinions as regards the course to be followed, in accordance with the fundamental principles of the Covenant. For this purpose, it would be sufficient to re-open the Assembly which, out of consideration for the state of public opinion, had not been terminated but merely adjourned

on October 9th, 1935.* This fact in itself would justify the matter's being submitted to the Assembly. The question should be considered in the light of Article 10 and other articles of the Covenant, the principles of which are in keeping with the unchanging tradition on which Pan-Americanism has for half a century been based, in the mutual relations of all the peoples of America—a tradition which has moreover of recent times found expression in international declarations and documents. The purpose of the Assembly would be to consider the situation arising out of the annexation of Ethiopia and in regard to the sanctions enacted by the League.

Following on this communication, the President of the Assembly, in view of the decisions taken by that body on October 11th, 1935,* decided to summon a meeting for June 30th.

* * *

(a) *Before the Council.*

On the other hand, the President of the Council, after consulting his colleagues, postponed until June 26th the resumption of the Council's ninety-second session, which was to have taken place on the 16th of that month.

On June 26th, before considering the questions on its agenda, the Council was informed of a

* See Monthly Summary, Vol. XV., No. 10, p. 253.

communication addressed to the President by Count Cinao, Foreign Minister of Italy, in which the Italian Government, referring to the reasons which had prevented the Italian delegation from participating in the Council's work at the beginning of the session, stated that in view of the situation still prevailing, it would be impossible for the Italian delegation to take part in the session when it was resumed. For the same reason, the Italian delegation would be unable to be present at the discussions regarding the Treaty of Mutual Guarantee between Germany, Belgium, France, Great Britain and Italy, done at Locarno on October 16th, 1925, which question was also on the agenda. He expressed the hope that when the situation had been cleared up, the Italian Government would be able to resume its collaboration with the League.

After Dedjazmatch Nassibu, representing Ethiopia, had come to the Council table, the President, Mr. Eden, said that when the Council decided to place the dispute between Ethiopia and Italy on its agenda, the question of convening the Assembly had not yet arisen. Now that the Assembly was to meet on June 30th, to discuss this problem, it would perhaps suffice for the Council to note that the dispute was before the Assembly. The Council would naturally reserve the right to discuss at any time this question, which would remain on its agenda.

The Council agreed with the President's proposal.

M. Beck, representative of Poland, then stated that he was sending to the President of the Council a written communication on a special point relating to this subject.

In this communication, dated June 26th, the Polish Minister for Foreign Affairs referred to the fact that sanctions had been applied by each Government in virtue of its sovereign decision as to the applicability of Article 16 of the Covenant, and that consequently, the decision to abolish sanctions was also one for each Member of the League to take as a sovereign State. The Members of the League had undertaken joint action for the purpose of stopping hostilities and in the hope that the dispute would be settled by pacific means. But in view of recent developments, they were obliged to recognise that their joint effort had met with collective failure. The measures taken had not achieved their object, having in the present case proved to be inoperative, had become useless. If, notwithstanding this,

sanctions were maintained, they would, in the opinion of the Polish Government, assume the character of punitive measures, and this would be going beyond Article 16 of the Covenant. All these considerations had for some time led the Polish Government to think that the measures which had been taken had no further purpose. It had nevertheless abstained from abrogating them out of deference to the other Members of the Council, in view of the Council's last resolution. The Polish Government considered, however, that the time had come to inform the other Members of the Council of its decision to terminate the measures it had adopted under Article 16.*

* * *

(b) *Before the Assembly.*

The Assembly resumed on June 30th its sixteenth ordinary session, which had been suspended first on September 28th and then on October 11th, 1935. Fifty countries out of fifty-nine Members of the League were represented: Afghanistan, Union of South Africa, Albania, Argentine, Australia, Austria, Belgium, Bolivia, United Kingdom of Great Britain and Northern Ireland, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, Ecuador, Estonia, Ethiopia, France, Greece, Haiti, Hungary, India, Iran, Iraq, Irish Free State, Latvia, Liberia, Lithuania, Luxemburg, Mexico, Netherlands, New Zealand, Norway, Panama, Peru, Poland, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, Uruguay, Venezuela, Yugoslavia.

The meeting was opened by Mr. Eden, President of the Council and Vice-President of the Assembly, who read a letter of resignation from M. Benes, President of the Assembly. In this letter the President of the Czechoslovak Republic explained that the office to which his country had called him in December last rendered it impossible for him to continue to preside over the Assembly, a duty which, to his great regret, he was compelled to resign. He added:

*In a communication dated June 18th the delegate of Uruguay accredited to the League of Nations informed the Secretary-General that his Government would support the proposals of Members for the removal of the economic and financial sanctions taken against Italy under Article 16 of the Covenant.

The Government of Haiti, in a communication dated June 23rd, asked the Secretary-General to consider henceforth as being no longer valid its accession to the sanctions, which in its view were now purposeless.

"Although I cannot take part in the forthcoming meetings, I shall follow them with the keenest interest, and it is my most earnest hope that the Assembly will succeed in finding a way out of the difficulties of the present hour.

"I am firmly convinced that, in the interest of peace, there is a need for an organisation which, systematically and unremittingly, will harmonise the interests of different States, both with each other and with the common interests of all; and accordingly I shall continue, in another form and by other means, but no less energetically and perseveringly than in the past, to place my services at the disposal of the League. The difficulties with which the Geneva institution is at present contending have in no way affected my belief in the League and its future. I am convinced that a far-seeing policy appropriate to the circumstances may even strengthen the principles and the lofty ideal of which it is the expression. On that subject my optimism is unshakable.

"...."

Mr. Eden then paid a tribute to the work M. Benes had done on behalf of the League. He pointed out that, for the first time in the history of the League, the Assembly was meeting without M. Benes participating in its session. He had been one of the foremost artisans of the League, as well as one of the most distinguished citizens of his country. The courage and determination for the future shown by M. Benes would, he was convinced, inspire the Assembly to carry on the work with which his name would remain inseparably associated.

With the approval of the Assembly, the President despatched the following telegram to M. Benes:

"On the resumption of the work of its sixteenth session, the Assembly has taken note with deep regret of the resignation of its President, His Excellency Monsieur Benes, President of the Czechoslovak Republic. The Assembly desires to tender him a unanimous expression of its regard and appreciation. In thus interpreting the feelings and wishes of the Assembly as regards yourself and your country, I beg your Excellency to accept the assurance of my highest consideration."

The Assembly then elected M. Van Zeeland, Prime Minister of Belgium, to succeed M. Benes as President of the Assembly for the remainder of the session. M. Van Zeeland addressed the Assembly as follows:

"... The honour [of presiding over the Assembly] becomes heavier and heavier as the difficulties of international life increase, and that which has devolved upon me to-day is, in present circumstances, truly to be described as a dread honour. The League of Nations is at a turning-point in its history. That is an expression that has already been used more than once, but I do

not think that ever more than at the present moment has it acquired such full significance and gravity. Is there one among you who, in the course of his journey to Geneva, has not felt a pang of anxiety when reflecting on the words that he would be called upon to speak and the decisions he would have to take? It seems to me that the destinies of great peoples, the destinies of a large portion of mankind, are now in the balance. What we are about to put in the one pan and in the other pan of the scales may, for a long time, tip them either to the right side or to the wrong. One cannot help shuddering at the thought that a single slip, a single ill-considered thought or word, a single incautious or premature gesture, would be sufficient to direct our efforts along a road of direst dangers.

"Nevertheless, I have not a bad impression. You know better than I do what is known in the lobbies as 'the Geneva atmosphere' and the importance that must be ascribed to it. Well, the few direct or indirect contacts which I have had since my arrival here have left me rather with a feeling of hopefulness. No doubt, difficulties have not changed either in aspect or in size. There appears to be, however, a determination to face those difficulties in a spirit of mutual comprehension and to subordinate everything—disappointment or bitterness—personal feelings or considerations of prestige—to the major and inescapable consideration of setting on a sounder foundation the future of the world, peace and security.

"With order, calm and objectiveness in your discussions, a great peace movement may prevail.

"I trust that with these qualities your actions in the course of this Assembly will combine yet others that they will avoid the pitfalls of bitterness, scepticism and discouragement—and we have to remember that no great work has ever yet been fashioned except through trial and temporary retreats and even pain, except by dint of perseverance, energy and pertinacity.

"To the small extent to which your President is able, in his capacity as such, to promote the achievement of such an ideal, I need hardly say that he is unreservedly at your service. I do not pretend to make you forget the regrets which you all feel at the absence of that able President, M. Benes, but I will endeavour honestly to follow here the traditions of impartiality and high-mindedness that he inherited from his predecessors and which he carried on in so splendid a fashion."

The President then read a communication addressed to him by the Italian Government.

In this communication the Italian Government referred to the fact that, in a number of communications to the Council and the Assembly, it had explained the situation which existed in Ethiopia, the circumstances which preceded and provoked action by Italy, the conditions under which this was pursued, and the political and civil aims which Italy had constantly before her.

It brings out the fact that Italy's attitude towards the League, despite the measures imposed for the first time on her by States Members, had been one of goodwill, and that she had always been ready to examine every proposal and neglect no opportunity of opening up negotiations for a settlement.

It mentioned the attempts made to that end :

(a) The Hoare-Laval proposals of December 11th, 1935, rejected by the Negus on the following day, and regarded as void before the Italian Government had even stated its views on the subject.

(b) The favourable reply of the Italian Government to the appeal made by the Committee of Thirteen of March 3rd, 1936, for a settlement by conciliation. Following this appeal, during the month of March, Italian troops had taken no initiative in the military operations.

(c) In the course of conversations at Geneva with the Chairman of the Committee of Thirteen, attended by the Secretary-General, on April 15th and 16th, the Italian Government suggested direct negotiations with a view to reaching concrete results, while agreeing that the Committee of Thirteen should be kept informed of progress made. As the result of the Ethiopian Government's refusal of April 16th, the Council decided, on April 18th, that the attempt at conciliation had failed. The Italian Government made it known that it had endeavoured to establish confidential contact at Athens and Jibuti between delegates of the two parties.

The Italian Government then outlined the events which followed. The Negus left Addis Ababa, followed by members of his Government, under threat of a revolt of the people and of the warriors whom he had mobilised, and sought refuge abroad. Before the Italian troops reached Addis Ababa, the rudimentary organisation of the Ethiopian State had collapsed. The capital had been deliberately abandoned to fire and pillage. Italian intervention was called for to protect the foreign legations. Italy found the country in a lamentable state. It was thus her duty to assume the responsibility that the situation involved and to establish a new order corresponding to the needs and wishes of the populations and capable of ensuring peace and progress.

The Italian Government then referred to conditions existing in most parts of the African continent and especially to "the need of the Ethiopian populations for protection in their

elementary rights to life, personal and religious freedom, the integrity of family life and the enjoyment of property." They must also be guided, like other African peoples, towards those forms of civilisation and of economic, social and cultural progress which Ethiopia had undoubtedly proved incapable of providing by her own means."

"The Ethiopian populations demand a more human standard of living, and have shown this in rising against the Negus' government and welcoming the Italian troops as champions of freedom, justice, civilisation and order. All the civil and religious leaders of the territories traversed immediately gave their assistance to the Italian Government. Almost all the chiefs (Ras) of the former empire spontaneously offered their submission. At a ceremony on June 9th, the civil authorities, several former ministers, the religious dignitaries of Ethiopia with the Abouna at their head, took the oath of allegiance to the King of Italy, Emperor of Ethiopia. This ceremony is an indisputable proof of the desire of the peoples formerly subject to the Negus, Haile Selassie, to repudiate the sovereignty of the latter and to show their attachment and loyalty to Italy. The life of the country has returned to its usual calm. The markets have their usual appearance and applications for employment are constantly coming in. All classes of the population are helping in the work of civilising and equipping the country which Italy has set on foot."

On the other hand, Italy has

"solemnly undertaken to provide peace, justice and security for the Ethiopian populations and to introduce an effective plan of moral and material improvement throughout the country in accordance with her traditions as a civiliser."

The Government then explains the object that it has in view.

"Italy views the work she has undertaken in Ethiopia as a sacred mission of civilisation, and proposes to carry it out according to the principles of the Covenant of the League and of other international agreements which set forth the duties of civilising Powers. Italy assures equitable treatment to the native populations, by promoting their moral and material well-being and their social progress. In order to associate the populations with this task of social uplifting, prominent natives will sit on a Council already formed under the ægis of the general Government. Religious beliefs will be fully respected and all forms of worship may be practised freely, provided they do not run counter to public order and morality. The free use of their original language is guaranteed to each of the races which inhabit Ethiopia. Slavery and forced labour, which constitute a blot of infamy on the record of the old régime, have been suppressed. Taxes levied on the people will be used exclusively to meet local requirements.

"Italy is willing to accept the principle that natives should not be compelled to perform military duties other than those necessary to ensure local policing and territorial defence.

"Measures will be taken to guarantee and maintain freedom of communications and transit and fair treatment for the trade of all countries.

"Italy will consider it an honour to inform the League of the progress achieved in the work of civilising Ethiopia, of which she has assumed the heavy responsibility."

In conclusion, the Italian Government explains its attitude to the League as follows :

"The Italian Government is fully convinced that loyal and effective co-operation between States is in accord with the heartfelt wish of all peoples for a better and nobler future.

"While expecting that the League will view the situation now existing in Ethiopia in a spirit of justice and comprehension, the Italian Government declares itself ready to give once more its willing and practical co-operation to the League in order to achieve a settlement of the grave problems on which the future of Europe and of the world depend. It is in this spirit that Italy acceded to the Treaty of Rio de Janeiro of October 10th, 1933.

"The Italian Government repeats its conviction that is now generally held that the League requires suitable reform, in the study and realisation of which it is ready to participate.

"Whilst fully aware of the part which Italy should play and of her responsibility in the finding of a settlement for problems on which the future of the nations depends, the Italian Government has no preconceived notions or preliminary reservations to put forward as regards the forms or international instruments to be employed to that end, but intends to judge these solely on their merits, in relation to the object which all are desirous of attaining.

"The Italian Government cannot but refer to the abnormal situation in which Italy has been placed and the necessity for setting aside promptly the obstacles that have delayed and are still delaying the work of international co-operation for the maintenance of peace which she so much desires to see accomplished and in which she is ready to take her share."

Among the annexes to this communication are : a list of the leading chiefs who have submitted to Italian sovereignty ; a declaration of homage by prominent Ethiopians ; an abstract of the decree concerning the organisation and administration of Italian East Africa.

The President then opened the general discussion on the sole question on the Assembly's agenda—the Italo-Ethiopian dispute. In view of the importance of the debate, which continued until July 4th, the principal extracts from the speeches delivered by the delegates are reproduced below : *

* Given the significance of this meeting of the Assembly, which opened on June 30th and continued until July 4th, it has been thought advisable, as an exception, to give an account of the whole of its work in the June number of the *Monthly Summary* instead of dividing it between the June and July issues.

M. Cantilo (Argentine Republic) : ".

"The request for the Assembly to be convened is the outcome of our faith in the absolute equality of States. It is also due to the democratic spirit which from its inception has inspired our institutional life.

My country, although a Member of the Council, wished to see a gathering of all the nations which form the League. It thought that, at a time when the destinies of our institution are at stake, it was a duty to offer all of them an opportunity of stating their views and sentiments and to shoulder their responsibilities. Thus, in asking for this Assembly to be convened, we were obeying a conception—ideas which we maintain with deep conviction

On July 30th, 1932, in the session organised by the Neutrals at Washington on the occasion of the conflict in the Northern Chaco between Paraguay and Bolivia, when the Argentine Ambassador, on the instruction of his Government, proposed the resolution that in America territorial questions are not to be settled by force. This proposal was soon afterwards embodied in the historic declaration of August 3rd, 1932, ratified by nineteen American nations and afterwards endorsed by the Argentine Treaty of Conciliation and Non-Aggression signed and ratified by the whole continent, which stipulates that no territorial arrangement shall be recognised 'which has not been obtained by peaceful means, nor the validity of the territorial acquisitions which may be obtained through occupation or conquest by force of arms.'

We therefore find ourselves faced by a case of conscience. Realising as we do our responsibility at the present juncture, and in view of these solemn declarations, we can only obey the voice of conscience by reasserting, as I solemnly do on behalf of the Argentine Republic, our irrevocable support of the same principles. My Government not only hopes, but is convinced, that the League of Nations, if it wishes to retain its universal character, must, subject to the diversity of circumstances, reassert its support of these principles.

It is not, however, the safeguard of our legal tradition alone which inspires us. That is not the sole purpose we have in view. Other preoccupations guide our action and influence the responsibility we incur. I refer to the anxieties we feel for the future of the League to which we belong and within which we have pledged ourselves to work together to further the work of justice and peace which is its aim.

For sixteen years, statesmen, lawyers, and diplomats have been devoting every effort to the League's cause and have been labouring for its technical improvement ; they have been endeavouring to enforce its establishment, in practice and in reality, by engendering in nations the habit of seeking the settlement of their disputes through it. Thus, one of the noblest organisations which history has known has grown up. But let us not forget that this great edifice of international justice is based, not on force, but on principles, and that we must not let those principles be shaken. Let us see whether it is not essential to improve its structure and to make judicious changes therein ; let us strengthen the points which experience has shown to be weak.

The proceedings upon which we are entering will therefore be of the highest importance. If American ideas cannot be harmonised with the manner of applying the Covenant, if we cannot secure the practical universality of a principle of justice, and if the attempt to do so might create a danger to peace or might prove incompatible with the forms devised to secure it, the Argentine Republic would be obliged to reconsider the possibility of continuing its collaboration. In any case, you can be sure that, in calling for the meeting of this Assembly, we have acted with the highest intentions and inspired by a spirit of sincere co-operation. We considered that it might constitute a new and a great effort towards peace, imbuing all its Members with the same desire for conciliation and harmony in order that they may hasten on the solutions which still have to be sought. The world is calling for peace; it is suffering from the absence of peace; and on the endeavour, so often unsuccessfully repeated, to ensure its final stability depends the welfare of innumerable peoples all over the earth."

H.M. Haile Selassie (Ethiopia): "I, Haile Selassie I, Emperor of Ethiopia, am here to-day to claim that justice that is due to my people, and the assistance promised to it eight months ago by fifty-two nations who asserted that an act of aggression had been committed in violation of international treaties.

None other than the Emperor can address the appeal of the Ethiopian people to those fifty-two nations.

There is perhaps no precedent for a head of a State himself speaking in this Assembly. But there is certainly no precedent for a people being the victim of such wrongs and being threatened with abandonment to its aggressor. Nor has there ever before been an example of any Government proceeding to the systematic extermination of a nation by barbarous means, in violation of the most solemn promises made to all the nations of the earth that there should be no resort to a war of conquest and that there should not be used against innocent human beings the terrible weapon of poison gas. It is to defend a people struggling for its age-old independence that the Head of the Ethiopian Empire has come to Geneva to fulfil this supreme duty, after having himself fought at the head of his armies.

It is not only upon warriors that the Italian Government has made war. It has, above all, attacked populations far removed from hostilities, in order to terrorise and exterminate them.

At the outset, towards the end of 1935, Italian aircraft hurled tear-gas bombs upon my armies. They had but slight effect. The soldiers learned to scatter, waiting until the wind had rapidly dispersed the poisonous gases.

The Italian aircraft then resorted to mustard gas. Barrels of liquid were hurled upon armed groups. But this means too was ineffective; the liquid affected only a few soldiers, and the barrels upon the ground themselves gave warning of the danger to the troops and to the population.

It was at the time when the operations for the encirclement of Makale were taking place that the Italian command, fearing a rout, applied the

procedure which it is now my duty to denounce to the world.

Sprayers were installed on board aircraft so that they could vaporise, over vast areas of territory, a fine, death-dealing rain. Groups of nine, fifteen, eighteen aircraft followed one another so that the fog issuing from them formed a continuous sheet. It was thus that, from the end of January, 1936, soldiers, women, children, cattle, rivers, lakes, and fields were constantly drenched with this deadly rain. In order to kill off systematically all living creatures, in order the more surely to poison waters and pastures, the Italian command made its aircraft pass over and over again. That was its chief method of warfare.

The very refinement of barbarism consisted in carrying devastation and terror into the most densely populated parts of the territory, the points farthest removed from the scene of hostilities. The object was to scatter horror and death over a great part of the Ethiopian territory.

These fearful tactics succeeded. Men and animals succumbed. The deadly rain that fell from the aircraft made all those whom it touched fly shrieking with pain. All who drank the poisoned water or ate the infected food succumbed too, in dreadful suffering. In tens of thousands the victims of the Italian mustard gas fell

None other than myself and my gallant companions in arms could bring the League of Nations undeniable proof. The appeals of my delegates to the League of Nations had remained unanswered; my delegates had not been eyewitnesses. That is why I decided to come myself to testify against the crime perpetrated against my people and to give Europe warning of the doom that awaits it if it bows before the accomplished fact.

For twenty years past, as Heir-Apparent, Regent of the Empire, and as Emperor, I have been directing the destinies of my people. I have ceaselessly striven to bring to my country the benefits of civilisation, and especially to establish relations of good-neighbourliness with adjacent Powers. In particular, I succeeded in concluding with Italy the Treaty of Friendship of 1928, which absolutely prohibited the resort, under whatsoever pretext, to force of arms, substituting for force the procedure of conciliation and arbitration on which civilised nations have based international order.

In its report of October 5th, 1935, the Committee of Thirteen recognised my efforts and the results I had achieved. It stated as follows: 'The Governments considered that the entry of Ethiopia into the League would not only afford her a further guarantee for the maintenance of her territorial integrity and independence, but would help her to reach a higher level of civilisation. There does not appear to be more disorder and insecurity in Ethiopia to-day than was the case in 1923. On the contrary, the country is better organised and the central authority is better obeyed.'

I should have procured still greater results for my people had not obstacles of every kind been put in the way by the Italian Government, which stirred up revolt and armed the rebels.

Indeed, the Rome Government, as it has thought fit to proclaim openly to-day, has been ceaselessly preparing for the conquest of Ethiopia. The treaties of friendship it signed with me were not sincere; their only object was to hide its real

intention from me. The Italian Government asserts that for fourteen years it has been preparing for its present conquest. It therefore recognises to-day that, when it supported the admission of Ethiopia to the League of Nations in 1923, when it concluded the Treaty of Friendship in 1928, when it signed the Pact of Paris outlawing war, it was deceiving the whole world. . . .

The Walwal incident in December, 1934, came as a thunderbolt to me. The Italian provocation was obvious. I did not hesitate to appeal to the League of Nations. I invoked the provisions of the Treaty of 1928, the principles of the Covenant; I urged the procedure of conciliation and arbitration.

Unhappily for Ethiopia, this was the time when a certain Government considered that the European situation made it imperative at any price to obtain the friendship of Italy. The price paid was the abandonment of Ethiopian independence to the greed of the Italian Government. This secret agreement, contrary to the obligations of the Covenant, has exerted a great influence over the course of events. Ethiopia, and the whole world, have suffered and are still suffering to-day its disastrous consequences. . . .

The arbitrators—two of whom were Italian officials—were forced to recognise unanimously that in the Walwal incident, as in the subsequent incidents, no international responsibility was attributable to Ethiopia.

After this award, the Ethiopian Government sincerely thought that an era of friendly relations might be opened with Italy. I loyally offered my hand to the Rome Government. . . .

"From the outset of the dispute, the Ethiopian Government has sought a settlement by peaceful means. It has appealed to the procedures of the Covenant. The Italian Government desiring to keep strictly to the procedure of the Italo-Ethiopian Treaty of 1928, the Ethiopian Government assented; it invariably stated that it would faithfully carry out the arbitral award, even if the decision went against it. It agreed that the question of the ownership of Walwal should not be dealt with by the arbitrators, because the Italian Government would not agree to such a course. It asked the Council to despatch neutral observers and offered to lend itself to any enquiries upon which the Council might decide.

"Once the Walwal dispute had been settled by arbitration, however, the Italian Government submitted its detailed memorandum to the Council in support of its claim to liberty of action. It asserted that a case like that of Ethiopia cannot be settled by the means provided by the Covenant.

"It stated that, 'since this question affects vital interests and is of primary importance to Italian security and civilisation', it 'would be failing in its most elementary duty, did it not cease once and for all to place any confidence in Ethiopia, reserving full liberty to adapt any measures that may become necessary to ensure the safety of its colonies and to safeguard its own interests'.

Such are the terms of the Committee of Thirteen's report. The Council and the Assembly unanimously adopted the conclusions of that report and solemnly

proclaimed that the Italian Government had violated the Covenant and was in a state of aggression.

I unhesitatingly stated that I did not want war, that it was imposed upon me, and that I should struggle solely for the independence and integrity of my people, and that in that struggle I was defending the cause of all small States exposed to the greed of a powerful neighbour.

In October 1935, the fifty-two nations who are listening to me to-day gave me an assurance that the aggressor would not triumph, that the resources of the Covenant would be implemented in order to ensure the rule of law and the failure of violence.

I ask the fifty-two nations not to forget to-day the policy upon which they embarked eight months ago, and on the faith of which I directed the resistance of my people against the aggressor whom they had denounced to the world.

Despite the inferiority of my weapons, the complete lack of aircraft, artillery, munitions, and hospital services, my trust in the League was absolute. I thought it impossible that fifty-two nations, including the most powerful in the world, could be successfully held in check by a single aggressor. Relying on the faith due to treaties, I had made no preparation for war, and that is the case with a number of small countries in Europe. When the danger became more urgent, conscious of my responsibilities towards my people, I tried, during the first six months of 1935, to acquire armaments. Many Governments proclaimed an embargo to prevent my doing so, whereas the Italian Government, through the Suez Canal, was given all facilities for transporting, without cessation and without protest, troops, arms and munitions. On October 3rd, 1935, Italian troops invaded my territory. Not until a few hours later did I decree a general mobilisation. In my desire to maintain peace, I had, following the example of a great country in Europe on the eve of the great war, caused my troops to withdraw thirty kilometres back so as to remove any pretext of provocation. . . .

In that unequal struggle between a Government commanding more than forty-two million inhabitants, having at its disposal financial, industrial and technical means which enabled it to create unlimited quantities of the most death-dealing weapons, and, on the other hand, a small people of twelve million inhabitants, without arms, without resources, having on its side nothing, but the justice of its own cause and the promise of the League of Nations, what real assistance was given to Ethiopia by the fifty-two nations who had declared the Rome Government guilty of a breach of the Covenant and had undertaken to prevent the triumph of the aggressor? Has each of the States Members, as it was its duty to do in virtue of its signature appended to Article 16 of the Covenant, considered the aggressor to have committed an act of war personally directed against itself? I had placed all my hopes in the fulfilment of these undertakings. My trust had been confirmed by the repeated declarations made in the Council to the effect that aggression must not be rewarded, and that in the end force would be compelled to bow before law.

In December 1935, the Council make it quite

clear that its sentiments were in harmony with those of hundreds of millions of people who, in all parts of the world, had protested against the proposal to dismember Ethiopia.

It was constantly repeated that there was not merely a conflict between the Italian Government and Ethiopia, but also a conflict between the Italian Government and the League of Nations.

That is why I refused all proposals to my personal advantage made to me by the Italian Government if only I would betray my people and the Covenant of the League. I was defending the cause of all small peoples who are threatened with aggression.

As early as October, 1935, I noted with grief, but without surprise, that there were three Powers which regarded their undertakings under the Covenant as absolutely valueless. Their connections with Italy impelled them to refuse to take any measures whatsoever to stop Italian aggression.

On the other hand, it was a profound disappointment to me to note the attitude of a certain Government which, whilst tirelessly protesting its scrupulous attachment to the Covenant, has equally tirelessly striven to prevent its observance. As soon as any measure which was likely to be rapidly effective was proposed, pretexts in one form or another were devised to postpone even consideration of that measure. Did the secret agreements of January 1935 provide for this tireless obstruction?

The Ethiopian Government never expected other Governments to shed their soldiers' blood to defend the Covenant when their own immediately personal interests were not at stake. Ethiopian warriors asked only for means to defend themselves. On many occasions I asked for financial assistance for the purchase of arms. That assistance was constantly denied me. What, then, in practice, is the meaning of Article 16 of the Covenant and of collective security?

The Ethiopian Government's use of the railway from Jibuti to Addis Ababa was in practice obstructed as regards the transport of arms intended for the Ethiopian forces. Yet at the present moment this is the chief, if not the only, means of supplying the Italian armies of occupation. The rules of neutrality should prohibit transports intended for the Italian forces; but in this case there is not even neutrality, since Article 16 lays upon every State Member of the League the duty not to remain a neutral, but to come to the aid, not of the aggressor, but of the victim of aggression. Has the Covenant been respected? Is it being respected to-day?

Finally, statements have just been made in their respective Parliaments by the Governments of certain Powers, the most influential Members of the League of Nations, that, since the aggressor has succeeded in occupying a large part of Ethiopian territory, they propose not to continue the application of any of the economic and financial measures decided upon against the Italian Government.

I assert that the issue before the Assembly to-day is a much wider one. It is not merely a question of a settlement in the matter of Italian aggression. It is a question of collective security; of the very existence of the League; of the trust placed by States in international treaties; of the

value of promises made to small States that their integrity and their independence shall be respected and assured. It is a choice between the principle of the equality of States and the imposition upon small Powers of the bonds of vassalage. In a word, it is international morality that is at stake. Have treaty signatures a value only in so far as the signatory Powers have a personal, direct and immediate interest involved?

No subtle reasoning can change the nature of the problem or shift the grounds of the discussion. It is in all sincerity that I submit these considerations to the Assembly. At a time when my people is threatened with extermination, when the support of the League may avert the final blow, I may be allowed to speak with complete frankness, without reticence, in all directness, such as is demanded by the rule of equality between all States Members of the League. Apart from the Kingdom of God, there is not on this earth any nation that is higher than any other. If a strong Government finds that it can, with impunity, destroy a weak people, then the hour has struck for that weak people to appeal to the League of Nations to give its judgment in all freedom. God and history will remember your judgment.

I have heard it asserted that the inadequate sanctions already applied have not achieved their object. At no time, in no circumstances, could sanctions that were intentionally inadequate, intentionally ill-applied, stop an aggressor. This is not a case of impossibility, but of refusal to stop an aggressor. When Ethiopia asked—as she still asks—that she should be given financial assistance, was that a measure impossible to apply? Had not the financial assistance of the League already been granted—and that in time of peace—to two countries, the very two countries which in the present case refused to apply sanctions against the aggressor?

The initiative has to-day been taken—it is with pain that I record the fact—to raise sanctions. What does this initiative mean in practice but the abandonment of Ethiopia to the aggressor? Coming as it does on the very eve of the day when I was about to attempt a supreme effort in the defence of my people before this Assembly, does not this initiative deprive Ethiopia of one of her last chances of succeeding in obtaining the support and guarantee of States Members? Is that the guidance that the League of Nations and each of the States Members are entitled to expect from the great Powers when they assert their right and their duty to guide the action of the League?

Placed by the aggressor face to face with the accomplished fact, are States going to set up the terrible precedent of bowing before force?

The Assembly will doubtless have before it proposals for reforming the Covenant and rendering the guarantee of collective security more effective. Is it the Covenant that needs reform? What undertakings can have any value if the will to fulfil them is lacking? It is international morality that is at stake, and not the articles of the Covenant.

On behalf of the Ethiopian people, a Member of the League of Nations, I ask the Assembly to take all measures proper to secure respect for the Covenant. I renew my protest against the violations of treaties of which the Ethiopian people

has been the victim. I declare before the whole world that the Emperor, the Government and the people of Ethiopia will not bow before force, that they uphold their claims, that they will use all means in their power to ensure the triumph of right and respect for the Covenant.

I ask the fifty-two nations who have given the Ethiopian people a promise to help them in their resistance to the aggressor: What are they willing to do for Ethiopia?

I ask the great Powers, who have promised the guarantee of collective security to small States—those small States over whom hangs the threat that they may one day suffer the fate of Ethiopia: What measures do they intend to take?

Representatives of the world, I have come to Geneva to discharge in your midst the most painful of the duties of the head of a State. What answer am I to take back to my people?"

M. Turbay (Colombia): "... We do not contend that our view will lead the Assembly to change its decisions; but it would be inexcusable not to reveal our fear that the legal principles of which the League is the trustee may be prejudiced if, at a moment such as this, any of its Members fails to make clear its attitude on the whole of the problem constituted by the raising of sanctions, the annexation of Ethiopia, and the reform of the Covenant.

At the same time, we could not adopt the passive attitude sometimes expected of us towards the great international problems of Europe discussed, on occasion, at Geneva; for, in signing the Covenant we handed over part of our national sovereignty to the League, thereby seeking to establish the universal reign of principles from which we had nothing to fear—principles, moreover, which we sincerely admire, cherish and profess.

We had no reason to adopt a measure which, had it been taken by individual States or had there been no Covenant, would have been regarded by Italy as a violation of neutrality—a measure, which, even within the framework of the Covenant, compromised our diplomatic and commercial relations with Italy.

On the other hand, we have a strong reason for accepting the League's decision, inasmuch as we are Members acting in good faith. Colombia unreservedly supports the principle of sanctions against an aggressor country, and regards it as essential if the doctrine of the outlawry of war is to be backed by that active force which has always been lacking when efforts to bring about conciliation or to restore peace have failed.

My country's attitude towards Italy was not prompted by a desire to forge a weapon against Italian policy, but by the single-minded belief that, in adopting sanctions, we were helping to prevent the development of a war of aggression which has been converted into a war of territorial conquest. We are not unaware that in the terribly difficult period through which Europe is passing, a theoretical decision in favour of peace may lead to war.

We have no desire to sacrifice peace to the ideal of peace; but what we recommend is a gesture of frankness to save the League from the danger of adopting halting principles incapable of withstanding political realities. It would be much more dangerous for the League to go on living on an

equivocal basis than for us to recognise dispassionately that it is based upon ideals that cannot be put into practice and that changes must be made if the doctrine of the outlawry of war, which saw the light in the period following the last world conflict, is not to end in countenancing acts of violence that before 1914, could be committed only at the risk of world-wide reprobation.

It would be better to reduce the activities of the League to the level of its capabilities than to allow it to live on with an unlimited jurisdiction which, when not effectively exercised, marks the first step towards approval of facts which it ignores. If the League is the only institution which has the right to intervene in case of war, to call for sanctions against the aggressor and to disavow international acts of force, then whenever it fails to take such action, it will be authorising, with the assent of all the countries represented at Geneva, acts constituting a breach of the Covenant, and which it has not penalised, prevented, or disavowed.

Let me, in conclusion, sum up what I have said, and define my Government's attitude in this hour fraught with anxiety for the future of the principles which, in the years following the war, were embodied in the Magna Charta of international law:

Unshakable fidelity to the principles of the Covenant and strict execution of its obligations and duties;

Adherence to the principle of non-recognition of territorial acquisitions or special advantages obtained by force;

Strengthening of the Covenant and adoption of measures to render its application more effective;

Maintenance of the principle of universality in the duties and obligations which the Covenant enjoins;

Support for action in favour of regional *ententes* facilitating the effective application of the provisions of the Covenant and acting as instruments for co-operation with the League in the maintenance of peace and the outlawry of war."

M. Blum (France): "...

There is not, and we trust there never will be, an order of precedence among the Powers forming the international community. Were a hierarchy of States to be established within the League of Nations, or were a governing order to be set up outside it, then the League would be ruined, both morally and materially, for it would have overthrown the principle on which it was founded.

Peace, as the French people conceive it, is not a mute submission to force; it is not a resigned acceptance of accomplished facts. It is based on international law and morality. Even if we wished to cloak ourselves with a purely selfish conception of our interests, we could not do so—and if we could not, what other nation could? There is no European conflict in which France might not sooner or later find herself involved, even against her will. Peace, therefore, as we conceive and desire it, is not only the peace of France, but the indivisible peace of Europe and the world.

I have said enough to show you with what serious apprehension France views the present situation. The world at this moment is not a world of peace. I do not seek to enquire why, nor for how long this has been the case. The fact, the terrible fact, is there. We feel the atmosphere growing heavy; we see the shadow looming. Everywhere the world is arming, and the mystery in which certain countries shroud their armaments adds to the universal feeling of dread. For the first time for eighteen years a European war is once again looked upon as a possibility. Now, of all the dangers of war, perhaps the most to be feared is the general feeling that war has become possible. War is possible as soon as it is thought of as possible; it becomes almost inevitable as soon as there is a feeling that it is inevitable.

I wish to point out to you another sign that seems to me equally alarming. The events of these last months lead to the distressing conclusion that those States which are constantly thinking of war, and seem prepared to precipitate it at any moment, thereby secure for themselves an advantage, obtain a start, over the States which are faithful to their obligations and have openly renounced war as an instrument of policy and a means of power. Will other countries withstand the contagion of this example? Will they withstand the still more dangerous contagion of success? . . .

The League has undoubtedly suffered a setback, and none of us should pass it over in silence. Undoubtedly, the League has shown itself powerless to prevent an act of aggression and to stop a war. But the cause of the setback does not lie in the Covenant; it lies in the tardy, uncertain and confused application of the Covenant.

The conclusion to be drawn from this setback is not that the obligations entailed by the Covenant should be relaxed, but rather that they should be strengthened. The French delegation could not therefore accept any plan for reform which would make of the League a merely academic consulting body. It is ready to propose or to accept any method of interpretation and adaptation which would increase the practical effectiveness of the Covenant, and would make its provisions more exactly and immediately applicable.

France boldly declares, and will attest by her acts, her loyalty to international law. She will cast far from her mind at this hour all thought of disappointment or discouragement. She gives her word; she will keep it. Her wish is to make the idea of collective security a reality. She will contribute by all the means in her power to revive within the League and around it that outburst of enthusiasm and faith which threw a lustre on certain great days: in 1924, at the time of the Protocol; in 1932, when the Disarmament Conference opened; and again last autumn, when the associated States proclaimed their unanimous resolve. Looking beyond the present moment, we turn our thoughts to those memories, from which we may draw fresh encouragement, and which offer us experience for our guidance. . . .

Collective security, based on the coalition of superior forces opposing any aggression or any possible system of aggression—that is to say, on the continued

growth of armaments—cannot be a durable and stable instrument of peace.

Soon the world would be crushed under the simultaneous weight of two wars—the war of which we still feel the effects and the war in preparation. Soon the weight of armaments would drag the world towards war by a kind of law of gravity.

I would like to add one reflection which is, in my opinion, equally serious, and draw from the Ethiopian drama one lesson which we cannot ignore, any more than the rest. Collective security, as it will be organised in an armed and super-armed Europe, will face each State, and in particular each nation, with a too harsh alternative. International obligations are defined or set at nought if the Powers which have signed them are not determined to go on to the end. I agree. But to go on to the end means to accept the risk of going as far as war. It is therefore necessary to accept the possibility of war in order to save peace. The Covenant imposes this alternative on all Powers without distinction. Our plans for adaptation restrict it to the Powers which are nearest, geographically or politically, to the Power that is attacked; but, in a more or less general way, the possibility exists and the danger remains.

I say unhesitatingly that, in the present State of the world, this risk must be run with a full knowledge of the facts and with full courage. I agree, also without hesitation, that the more boldly the risk is run the smaller it will be. Nevertheless, the only solution that can satisfy the conscience of the peoples is one which would divest collective security of any virtual possibility of war that it may still conceal.

Collective security must be no more than an instrument of peace, and its operation should normally involve no danger of war; this means, that collective security, to be complete, must be combined with general disarmament.

It may seem almost ridiculous to revive the idea of disarmament in the Europe of to-day, resounding as it does with the din of arms. Yet it is quite certain that, without the progressive reduction of the military machine, without a race for disarmament, it is impossible to conceive the full effectiveness of arbitral awards, and the exemplary power of purely peaceful sanctions.

Undoubtedly, collective security is the condition of disarmament, since no State would agree to disarm unless mutual assistance offered it a degree of certainty; but the converse is equally true. Disarmament is the condition of full collective security, for States must be substantially disarmed if arbitral awards are to be imposed and pacific sanctions are to exert their constraining power.

Below a certain degree of immediate offensive power, the international community need no longer fear rebellion. Disarmament is the pledge of arbitration and the sanction of sanctions.

This, then, is the direction in which France will endeavour to lead international action, without shrinking before any initiative, and this is the spirit in which she is determined to consider the disputes at present submitted to this Assembly.

Two breaches of international law have been committed: the breach of the Covenant and the breach of a solemn Treaty. Both have resulted in a de facto situation that is contrary to law. The Rhineland question has not been settled with the

passage of time. The Ethiopian question may be settled in Africa, but it is not settled at Geneva.

France will endeavour to reconcile her loyalty to law and her will for peace. She does not wish to pronounce, upon acts that are contrary to law, any absolution that would amount to encouragement. She does not wish to call for war to provide reparation for right. But, above all, she is thinking of the Europe of to-morrow, and her ambition, her bold ambition, is to draw from the present disputes a contribution to real peace, organised peace, indivisible peace, disarmed peace. She sees only one sure method of wiping out the past, and that is to create a new future.

The essential question which the League of Nations must put to the Powers by whom breaches have been committed is whether they are determined or not to prepare for that future. Are they agreed that, in the history of Europe, warned and enlightened as it has been by such cruel lessons, a new phase should be opened up? Do they accept joint work for disarmed peace in a League of Nations tried and regenerated? What are their intentions, their offers, their guarantees? According to those intentions, those offers, those guarantees, the difficulties of to-day may be reduced and may finally disappear.

We are glad to note that the memorandum communicated to the Assembly by the Italian Government contains a contribution in this sense and we hope that the German reply to the British questionnaire may in turn serve as a starting-point for a political reconstruction of Europe.

Such is the appeal that France makes to those present here, and such is her message to those who are absent. Some of you may perhaps think that, by holding up beside the present world this picture of the possible world, we are pushing our idealism into the realm of fancy. But do not forget that upon this fancy depends universal life, and that it alone can rekindle enthusiasm in the minds and hearts of hundreds of millions of living beings. . . .

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I am loath to believe that, faced by a common will and a common effort, there is a single Power that can reply: I refuse to take part, and by my refusal I compel all the other nations in the world to remain armed and to arm more heavily every day, and to allow themselves to be pushed against their will down the slope that leads to war.

I conclude my remarks, therefore, not on a note of alarm, but with a declaration of hope and confidence—I would even say with an act of faith.

M. Solis (Panama): ""

In the Italo-Ethiopian conflict, Italy would not lower her pretensions in order to seek a solution within the rigid limits of the Covenant, and the League of Nations would not moderate the strictness of its principles so as to provide, within a certain latitude, a solution for the demographic and economic expansion claimed by Italy as an essential condition of her very existence. As the parties would not meet on the only common ground on which an agreement was possible, no solution was conceivable and, breaking the restraints of pacifism and humanity, war claimed its immemorial privilege of imposing the solution of the strongest.

The League of Nations, in tenaciously pitting its moral authority against the mobilised force of a powerful nation in a world not prepared for such an emergency, has imperilled its own prestige and even its own existence, and we find it to-day in a sorry plight, asking us for the help and co-operation necessary to rebuild its shaken structure. And within its frame we have, on the one hand, Italy, the mother of Latin civilisation, a nation without whose help no universal equilibrium is possible, but whose maximum pretensions are difficult to reconcile with any sense of equity; and, on the other hand, Ethiopia, a nation which is on the point of paying with its life for the doctrinaire intransigence of the League of Nations and whose disappearance as a sovereign State this League of Nations cannot recognise with disowning its own fundamental principles.

. To endeavour to universalise the solution of a local conflict is, on the one hand, to give to such a conflict a scope which it does not possess, and, on the other hand, to apply to it remedies which are not specific and which cannot therefore be effective. Any endeavour to make a universal problem of each regional conflict cannot but bring chaos into relations between States. This is one of the great defects of the Covenant because, instead of simplifying problems in order to seek the plainest solutions, it has sought for each local and simple problem a world-wide complication.

The League of Nations can only subsist as long as it allows, within an ample sphere, the free play of regional interests in order that they may be grouped, harmonised, organised and regulated according to the needs and characteristics of the group of nations which have common interests and common problems, and according to the degree of moral development which such nations have already attained and to the degree in which, in consequence, they are ready to give preference to right and justice over interests and selfish considerations.

There is a strong current of public opinion in Latin America towards the joint withdrawal of the nations of that continent from the League because it is a failure, because they have nothing to hope from it, and because the American continent can continue to develop its public law for itself and be self-sufficient as regards its political necessities.

The Latin-American nations come here to Geneva to serve the cause of right, justice and peace, without material interests to defend, without cards to conceal; but, on the contrary, with open hearts, to offer sound and honest co-operation for the common welfare on the basis of certain well-known American principles of international law which form the basis of their international policy, principles which, I am sure, no Latin-American country intends to abandon.

As far as it may be compatible with American dignity, and as far as our presence in Geneva does not appear in sharp conflict with those American principles of international law, I believe that we should remain here to give an eloquent testimony to our faithful adherence to the great cause of universal peace, of our unshakeable faith in the juridical organisation of nations, and of our sincere conviction that America's contribution is absolutely

essential for the solution of the evils by which humanity is afflicted. Our presence here does not impede us in any way from acting separately in the American continent in the work of promoting the cause of international law and from doing there, on our account, what cannot be done at Geneva; thus securing incalculable benefits for ourselves, while at the same time giving a fruitful example to the rest of the world. . . .

M. Te Waters (Union of South Africa): "Yet to-day we know that the Covenant is falling to pieces in our hands. Fifty nations, led by three of the most powerful nations in the world, are about to declare their powerlessness to protect the weakest in their midst from destruction.

The authority of the League of Nations is about to come to nought.

My Government, whom I have the honour to represent, desires me to say here that this renunciation by the most powerful Members of the League of the collective decision most solemnly taken by us all, under the obligation by which we declared ourselves bound, can alone be interpreted as surrender by them of the authority of the League—a surrender of the high trust and ideals of world peace entrusted to each member nation of this institution. I am to declare that this surrender, if it is agreed upon by the nations, cannot be interpreted as impotence to safeguard that trust, but as a simple denial of their ability to bear the sacrifices necessary for the fulfilment of their obligations.

The Union of South Africa cannot, without protest, subscribe to a declaration to the world which, in their profound belief, will shatter for generations all international confidence and all hope of realising world peace. For it is idle to suppose that, by a process of reconstruction thereafter, the League can survive as an instrument of world influence and peace.

This action of the great Powers—what will it achieve? Where will it lead us now? Before, there was order here. The prestige of the League reborn, the hope of the world running high—this was the picture then. We had succeeded in reducing the disunity of the nations to a single variable—the sanction front of fifty nations; a compression of the disorder of the world into a single manageable group—a vast mass movement; an instinctive drawing together of the nations of the League. Those who stood outside watched silently and were moving nearer in sympathy.

But now? The hand is being thrown in. Order is losing to chaos: the spectacle of power has hypnotised the world.

The nations are arming feverishly—all of us. What will be the end? Where are the great Powers leading us, who have not the faith to persevere?

Are the people of our countries helpless, inarticulate, like sheep facing the terror, to be fed to these engines of destruction which the nations are so proudly building?

If not, for what purpose then are we pouring out treasure and exhausting the resources of science in the vestest mass production of armaments ever known to history?

To defend ourselves?

But will the building of armaments prevent the

holocaust while the ambition and greed of nations govern their policies?

It is not for this that the nations covenanted, by a collective pledge of mutual assistance, to maintain their security against ambition and aggression.

And if there is to be no loyalty to that pledge, if fear, like a wedge, is to be driven into the ranks of the covenanters, or if the nations are to be cut into separate groups, cowering into their separate pens, what must be their inevitable fate, what black despair must settle upon the face of Europe!

It is being widely questioned: What can sanctions achieve now? Have they not failed in their object which, it is claimed, was the preservation of Ethiopian sovereignty? To continue sanctions in the face of the destruction of that sovereignty by Italy, would not that in effect be an illegal attempt by the League of Nations to punish the successful aggressor?

Of those who question thus, my Government would ask in turn: Can it be said, can it be justly claimed, that the triumph of the organised might of Italy over the undisciplined and ill-equipped black armies of Ethiopia was not foreseeable? Did the fifty nations, when they solemnly bound themselves to collective action under the Covenant of the League, make the successful resistance of Ethiopia a condition precedent to the fulfilment of their collective obligation?

These questions my Government has not evaded or found difficult of reply.

Nor does the Union of South Africa look upon the restraining action of sanctions upon Italy as the only justification of their retention. Of far greater importance than their restraining effect upon Italy is the proof of loyalty to the League and the determination to respect its obligations, which is borne witness to by their retention, in order to vindicate the wrongs inflicted upon a fellow-Member. Was not this reciprocal vindication of violated rights by the combined efforts of the League of Nations against an aggressor the very reason why we all became Members of the League?

Surely these considerations which I have just examined, and their implications, must have been, and, indeed, were, weighed by us all when we acknowledged our obligations under the Covenant and gave judgment against Italy.

My Government has again examined its own conduct in this matter scrupulously and conscientiously. It can find no new factor in the present situation which did not in fact, or potentially, exist when it announced its decision from this place to honour its obligations and to participate in collective action against the aggressor nation. On the contrary, the destruction of Ethiopian sovereignty by Italy and the annexation of the territory of a country which at no time menaced the safety of Italy creates now the exact state of affairs which this League was designed to avoid, and which we are all still pledged to prevent by every agreed means in our power, and to refuse to acknowledge.

If the League were to refuse that vindication to any one of its Members, it would disclose itself a mere pretender; should Italy be held to have succeeded in retaining her spoils, not in spite of the authority of the League, but because of the abdication of that authority, what else, then, can this League mean?

If the great Powers, in whose hands in the last resort lies the safety of nations, accepting success as the yardstick by which the acts of the Covenant-breakers are to be measured, can rebuild on the broken pledge, if these are policies of realism, let them be demonstrated, so that we may know whether we may continue to collaborate with them in the maintenance and organisation of peace.

And so I beg to announce the decision of my Government that it is still prepared to maintain the collective action legitimately agreed upon by the resolution of this Assembly of the League of Nations on October 10th, 1935.

We offer this course, which, in our deep conviction, will alone maintain the League of Nations as an instrument of security for its Members. We commend it to this Assembly even at this eleventh hour as the only way which will ensure salvation to the nations."

The Hon. Vincent Massey (Canada): ". . . .

In the months that have followed the agreed date of enforcement, November 18th last, Canada has carried out strictly and effectively all the sanctions proposed by the Co-ordination Committee.

These sanctions having proved inadequate to the end in view, each Member of the League has recently been faced with the question of what to do about them now. The Canadian Government, having for some time carefully considered the position it must take, made its views known in Parliament a fortnight ago. In its view, continuance of the ineffective economic pressure would not secure the original objective and would be worse than useless.

Consequently, while deeply regretting the failure of the joint attempt to protect a weak fellow-Member of the League, there appeared to the Canadian Government, as was announced in Parliament two weeks ago, to be no practical alternative for Canada but to take the view that the continuance of sanctions now serves no useful purpose, and the Canadian delegation has been instructed to present this view to the Assembly."

The Rt. Hon. Anthony Eden (United Kingdom):

"Yesterday, we all listened to an appeal by the Emperor of Ethiopia, delivered with a dignity which must have evoked the sympathy of each one of us. Not one of us here present can contemplate, with any measure of satisfaction, the circumstances in which this Assembly meets on this occasion. It is an occasion painful for us all.

In my belief, it is the more necessary, therefore, in the interests of every Member of the League, and of the League itself as an organisation, that the facts should be squarely faced.

What are they? So far as the application of sanctions in the Italo-Ethiopian dispute is concerned, the Members of the League have together and in common applied certain economic and financial measures which they were in a position to impose and which they thought could be made effective by their own action alone—yet we are all conscious to-day that these measures have failed to fulfil the purpose for which they were imposed. It is not that the measures in themselves have been without effect, but that the conditions in which they were expected to operate have not been realised. The course of military events and the

local situation in Ethiopia have brought us to a point at which the sanctions at present in force are incapable of reversing the order of events in that country. That fact is, unhappily, fundamental.

Let me make quite clear, then, the position of the Government I have the honour to represent. Had His Majesty's Government in the United Kingdom any reason to believe that the maintenance of existing sanctions, or even the addition to them of other economic measures, would re-establish the position in Ethiopia, then it would be prepared, for its part, to advocate such a policy and, if other Members of the League agreed, to join in its application. In view of the facts of the present situation in Ethiopia, His Majesty's Government finds it impossible to entertain any such belief. In our view it is only military action—military action—that could now produce this result. I cannot believe that, in present world conditions, such military action could be considered a possibility.

This is the situation with which we are confronted. The realities have to be recognised. In the light of them, I can only repeat, and repeat with infinite regret, the opinion that I have already expressed on behalf of His Majesty's Government in the United Kingdom—that, in existing conditions, the continuation of the sanctions at present in force can serve no useful purpose. At the same time, it is the view of His Majesty's Government that this Assembly should not in any way recognise Italy's conquest over Ethiopia. Moreover, if the harsh realities of the situation must determine our attitude towards the maintenance of the measures we have adopted they cannot, in our judgment, involve any modification of the view of Italy's action expressed by fifty Members of the League last autumn.

There is one matter of particular concern to His Majesty's Government in the United Kingdom to which I may perhaps be allowed at this point to refer. I may recall to the Assembly that, on January 22nd last, His Majesty's Government presented to the Co-ordination Committee a memorandum regarding the results of the exchanges of views which had taken place between us and certain other Governments in connection with the application of Article 16 of the Covenant. In paragraph 10 of that memorandum it is stated that His Majesty's Government had given reciprocal assurances to certain Governments to the effect that they intended faithfully to apply all the sanctions devolving upon them under the Covenant in consequence of the measures taken in application of Article 16.

Should it be decided that the existing sanctions should not longer be continued, it is the view of His Majesty's Government that these assurances it has given should not end with the discontinuance of the sanctions, but should continue to cover the temporary period of uncertainty which might ensue. His Majesty's Government declares accordingly that it is prepared to stand by these assurances in the event of a situation arising which would have brought them into force were action under Article 16 still continuing.

It will be appreciated that this declaration is made with the object of removing certain preoccupations which may exist in the present transitional period and it is intended to operate only so long as, in the opinion of His Majesty's Government, it remains appropriate to the existing circumstances.

Are we to say, because we have failed on this occasion to make the rule of law prevail over the rule of force, that we are therefore finally to abandon this object? Certainly not. His Majesty's Government cannot accept such a view. How many efforts have been needed in history to realise objectives of far less significance to the ultimate destiny of the human race? With such an objective as this before us our endeavour must be centred upon the task of reconstruction.

It is, however, clear that the lessons of the last few months must be embodied in our practice. Some people may say: It is the men and not the machinery that have failed. No doubt there is force in that contention, but we have to probe a little deeper than that. What were the reasons for the failure? Let us consider this matter for the moment, for it is of vital importance to the future of the League.

Was failure due to the fact that there are certain risks which nations are not prepared to run save where their own interests are more directly at stake than they were in this case? Clearly, the ideal system of collective security is one in which all nations are prepared to go to all lengths—military lengths—to deal with any aggressor. That is the ideal; but, if such an ideal cannot be at present attained—and I agree with the Prime Minister of France that a heavily armed world greatly increases the difficulty of its attainment, and let us not forget how much the difficulty of our task has been increased thereby in the last few months—if such an ideal cannot be attained at present, it is surely our duty to amend, not necessarily our rule of law, but the methods by which it is to be enforced, so that these may correspond to the action which nations are in fact ready and willing to take.

There is another consideration which it is idle to ignore. This dispute was not an isolated event in a world which had no other cause for anxiety. We, as Members of a League which is not universal, are inevitably conscious in more or less degree of the existence of other anxieties.

It may be that some preliminary exchanges of views on the subject of the League's future can usefully take place during the present session, but it is essential, in our view, that all countries should have sufficient time and opportunity to consider in detail the problem that confronts them. There must, however, be no avoidable delay, and I suggest therefore that the time to get to grips with this problem—and to get to grips with the determination to resolve it—should be at the Assembly in September.

If I have tried to indicate some of the lessons of recent months, it is not because I believe that His Majesty's Government in the United Kingdom or the League of Nations need proffer any apology for having made an attempt which has no parallel in history. However deeply, however sincerely, we may deplore its outcome, we cannot regret, nor, I think, will history regret, that the attempt was made.

So far as His Majesty's Government is concerned, our policy has been based on the principles for which the League stands. We retain our faith in these principles."

M. Litvinoff (Union of Soviet Socialist Republics):

"We have met here to complete a page in the history of the League of Nations, a page in the history of international life which it will be impossible for us to read without a feeling of bitterness. We have to liquidate a course of action which was begun in fulfilment of our obligations as Members of the League to guarantee the independence of one of our fellow-Members, but which was not carried to its conclusion. Each of us must feel his measure of responsibility and of blame, which is not identical for all, and which depends, not only on what each of us did in fact, but also on the measure of our readiness to support every common action required by the circumstances.

In saying this, I have to declare that the Government I represent here, from the very beginning of the Italo-Ethiopian conflict, took up a perfectly clear and firm position, arising by no means from its own interests or its relations with the belligerents, but solely from its conception of the principle of collective security, of international solidarity, of the Covenant of the League, and of the obligations imposed upon it by that Covenant.

The peoples of the Soviet Union cherish nothing but the greatest respect and sympathy for the Italian people. They are interested in the uninterrupted development and consolidation of their existing political, economic and cultural relations with Italy. Nevertheless, the Soviet Government expressed its readiness to take part in general international action against Italy in defence of a country with which the Soviet Union had not even any relations whatever, either *de jure* or *de facto*. The Soviet Government was obliged in this case to say to itself: "Plato is my friend, but international solidarity, the principle of collective security, on which the peace of the world to-day is founded, loyalty to international undertakings, must for the time being drown the voice of friendship."

However, sooner than might have been expected, the moment came when the necessity for reconsidering the measures adopted at Geneva, from the angle of their serving any useful purpose, became absolutely clear. That moment was when the resistance of the valiant Ethiopian troops was broken, when the Emperor and Government of Ethiopia left their territory, and when a considerable portion of their territory was occupied by the Italian army. It appeared then indubitable that by economic sanctions alone it would be impossible to drive the Italian army out of Ethiopia and restore the independence of that country, and that such an objective could only be attained by more serious sanctions, including those of a military nature.

Such measures could only be considered if one or several States could be found which, in virtue of their geographical position and special interests, would agree to bear the main brunt of a military encounter. Such States were not to be found among us; and, even if they had been found, the other States, before deciding on any particular degree of co-operation in serious measures, would require guarantees that similar co-operation could also be counted upon in other cases of opposing the aggressor. Such guarantees were all the more necessary because some actions and statements

of one European State, whose aggressive intentions leave no room for doubt—indeed, are openly proclaimed by that State itself—indicated an accelerated rate of preparations for aggression in more than one direction. The attitude of some countries to these actions, and the lenient treatment accorded to their authors, shook the belief that those guarantees which I have just mentioned could be immediately secured. In view of these circumstances, I came to the conclusion, even during the May session of the Council of the League, that the further application of economic sanctions was useless and that it was impossible to afford any practical aid to Ethiopia in this way. It seems that this conclusion was reached by nearly all Members of the League.

I speak of the necessity for every Member of the League now to realise its individual responsibility for the lack of success of the common action undertaken in defence of the independence of a fellow-Member of the League, because, both inside the League and outside it, there have been attempts to ascribe this lack of success to the League Covenant, to its defects and to the present composition of the League. From this are drawn far-reaching conclusions, which may lead to the result that, together with Ethiopian independence, the League itself may turn out to have been buried as well. Such attempts and conclusions must be decisively rejected.

We find ourselves face to face with the fact that the League of Nations has proved unable to secure for one of its Members the territorial integrity and political independence provided for by Article 10 of the Covenant, and to-day is able only to express to that Member its platonic sympathy. We cannot tranquilly and indifferently pass by this crying fact; we must analyse it, and draw from it all the lessons requisite to prevent similar cases for the future.

Some, however, are proposing too simple a remedy. They tell us: eliminate Article 10 altogether, free yourselves from obligations in respect of guaranteeing the integrity of the territory and the independence of League Members, and then it will never be possible to accuse the League of Nations of being bankrupt. They even consider it a mistake for the League to attempt to stop aggression and defend its Members. Only those can hold such views who deny the very principle of collective security, who deny the principal function of the League and the whole *raison d'être* of its creation and existence. It is therefore not worth while arguing with such people.

But those who recognise the principle of collective security, who continue to regard the League Covenant as an instrument of peace, might blame the Covenant only if they could show either that the Covenant does not provide sufficiently effective means in support of Article 10, or that, in this particular case, all such means were utilised to the full, yet failed to achieve their aim. But they will not be able to prove that.

I assert that Article 16 equipped the League of Nations with such powerful weapons that, in the event of their being fully applied, every aggression can be broken. Moreover, the very conviction that they may be applied may rob the aggressor of his zeal to put his criminal intentions into practice. The melancholy experience of the Italo-Ethiopian

conflict does not contradict this assertion: on the contrary. In this particular case, whether because this was the first experiment in the application of collective measures; whether because some considered that this case has particular characteristics; whether because it coincided with the preparations elsewhere for aggression on a much larger scale, to which Europe had to devote special attention; whether for these or other reasons, it is a fact that, not only was the whole terrible mechanism of Article 16 not brought into play, but from the very outset there was a manifest striving to confine the action taken to the barest minimum. Even economic sanctions were limited in their scope and their function, and even in this limited scope sanctions were not applied by all Members of the League.

Four Members of the League, from the very beginning, refused to apply any sanctions whatsoever. One Member of the League bordering on Italy refused to apply the most effective sanction—namely, the prohibition of imports from Italy; while, of those countries which raised no objections in principle to sanctions, many did not in actual fact apply several of them, pleading constitutional difficulties, the necessity of "study," etc. Thus, even the embargo on arms was not applied by seven Members of the League, financial measures by eight countries, prohibition of exports to Italy by ten countries, and prohibition of imports from Italy by thirteen countries—i.e., 25% of the total membership of the League. It may be said that the Latin-American countries, with a few exceptions, did not apply in practice the more effective sanctions at all. I am not in any way making this a reproach against anyone; I am simply illustrating the point I have been making. Furthermore, the proposal to deprive some non-members of the League of the possibility of counteracting sanctions, or to limit their opportunity of so doing—a proposal which could have been applied in practice—was not approved by the Co-ordination Committee.

Given all these restrictions, sanction could have been effective only in the event of their more prolonged application side by side with the military resistance of Ethiopia herself. The latter, however, was broken down much sooner than our most authoritative sources of information anticipated.

In such circumstances, it may be said that Members of the League of Nations, for one reason or another, refrained from bringing Article 16 completely into play. But it does not follow from this that Article 16 itself is a failure.

Some are inclined to attribute the failure of League action to the absence from it of some countries, or its insufficiently universal character. We see, however, that not every Member of the League took part in sanctions. There is no reason to believe that sanctions would have been endorsed by those States which left the League, since they rejected the very foundations of the League, and particularly the presence of Articles 10 and 16 in the Covenant. Their membership of the League would only have facilitated the still further disorganisation of our ranks, and would have acted rather as a demoralising factor than otherwise. On the other hand, we see from the example of the United States of America that the League of Nations may reckon on non-members of the League

in applying Article 16, and reckon with them all the more, the more energetically it acts itself. Thus we see that it is not in the imperfections of the League Covenant that we must seek the causes of the failure to grant adequate aid to Ethiopia, nor yet in the lack of universality in the League.

We have heard other arguments in Geneva, too. Let the League Covenant be entirely unimpeachable (they say); let Members of the League and individual persons bear the blame; but does not this show disharmony between the Covenant and the state of mind of the people called upon to fulfil it, and does it not follow from this alone that it is necessary to adapt the Covenant to the existing state of mind, or, as they also put it, to "realities"?

But this argument, again, will not hold water.

After all, people are different, and even in one and the same country not all statesmen think alike. To whose state of mind, then, should the Covenant be adapted?

Of those who take their stand on the consistent and collective defence of security, who see the highest interest of all nations in the maintenance of universal peace, who consider that, in the long run, this is required by the interests of every State, that it can be achieved only by sacrificing temporary interests to the community of nations, and who are ready even to place part of their own armed forces at the disposal of that community?

Or of those who, in principle, swear allegiance to collective security, but in practice are ready to apply it only when it coincides with the interests of their own country?

Or, again, of those who reject the very principle of collective security, replace international solidarity with the watchword "*Sauve qui peut*," preach the localisation of war and proclaim war itself to be the highest manifestation of the human spirit?

I fear that it is precisely this last category of persons whom people have in mind when they argue the necessity of adapting—or, as I would call it, degrading—the Covenant, since they reinforce their argument by asserting that in this way States which have left the League may be brought back. Thus we are asked at all costs to restore to the League States which left it only because they see obstacles to the fulfilment of their aggressive intentions in the Covenant, in Articles 10 and 16, in sanctions. We are told: "Throw Article 10 out of the Covenant, throw out Article 16, renounce sanctions, reject collective security, and then former Members of the League may return to our ranks, and the League will become universal." In other words: "Let us make the League safe for aggressors."

It is not the Covenant which we have to degrade, but people whom we have to educate and bring up to the level of its lofty ideas. We must strive for the universality of the League, but not make it safe for the aggressor for the sake of that universality. On the contrary, every new Member, every old Member wishing to return to it, must read over its doorway, "All hope of aggression with impunity abandon, ye who enter here."

For my part, I prefer the League which attempts to afford even some kind of aid to the victim of aggression, albeit unsuccessfully, to a League which shuts its eyes to aggression and calmly passes by.

I am far from idealising the Covenant. Its imperfections consist, not so much in its articles

as in its omissions and obscurities. Therefore, one has to speak, not of reforming the Covenant, but of making it more precise and of reinforcing it. I consider it, for instance, a serious omission that a definition of aggression is absent from the Covenant, a fact which, in the Italo-Ethiopian conflict, enabled some Members of the League to refuse to participate in sanctions at the very beginning. There is no clarity on the question of what organ of the League registers the fact of aggression. There is no clarity as to the binding character of decisions by League organs in the matter of sanctions. We must put an end to the situation in which references to sovereignty and constitutional formalities serve as obstacles to the execution of international undertakings. Article 16 must remain untouched. Economic sanctions must remain obligatory for all Members of the League. Only when sanctions are obligatory will be removed the apprehension and mistrust that if, in a certain case, certain States which have no direct interest in the conflict undergo considerable sacrifices, in another case other disinterested States will act with less idealism.

What is necessary is confidence that in all cases of aggression, independent of the degree of interest in the particular conflict, sanctions will be applied by all, and this can be attained only when sanctions are obligatory. I consider this circumstance to be the principal cause of the reverse sustained by the League in the Italo-Ethiopian conflict. It may be possible to conceive of individual cases—very rare, it is true—when aggression may be stopped by economic sanctions alone; but I recognise that, in the majority of cases, economic sanctions must march parallel with military action. In the ideal League of Nations, military sanctions as well as economic sanctions ought to be binding on all.

But, if we cannot as yet rise to such heights of international solidarity, we ought to see that every continent, and Europe, if only as a beginning, should be covered with a network of regional pacts, in virtue of which individual groups of States would undertake to defend particular regions from the aggressor, and the fulfilment of these regional obligations would be considered equivalent to the fulfilment of obligations under the Covenant and would have the full support of all the Members of the League. These regional pacts should not replace, but should supplement the League Covenant, otherwise they would amount in effect to the pre-war military alliances.

As I have dwelt on all this in the interest of the reinforcement of peace, I cannot but refer to the measure which the Soviet Government has always considered, and continues to consider, the maximum guarantee of peace—namely, total disarmament.

If you do not stick to the principle of the indivisibility of peace, and to the conviction that, at the present time, there is not a single State, large or small, which is not exposed to aggression, and that, if the next war spares one country or another, the latter will sooner or later arouse the appetites of the aggressor who has emerged victorious from the war.

The League of Nations is now more than ever an international necessity: it must live, it must be strong, and stronger than ever.

Mr. Bruce (Australia): “.

If existing sanctions, after being in operation approximately seven months, have not prevented the conquest of Ethiopia, how are those measures going to secure, within any reasonable time, the restoration of their territory to the Ethiopian peoples? Again, unless it were proved that sanctions were effective, the economic sacrifices and hardships involved would undoubtedly react upon public opinion and, in many countries, there would arise insistent demands for their withdrawal. In order to avoid that situation arising, we should not only have to maintain the present sanctions, but should be compelled to impose new and more far-reaching sanctions.

If intensification of sanctions proved effective, the result might conceivably be armed reaction by Italy. In the face of that possibility, are States Members of the League prepared to cast aside their express or implied determination not to be involved in war? Are they prepared to meet armed force with armed force? In view of their past attitude and in the light of many recent declarations, it is difficult to believe that any nation would be prepared to reinforce economic and financial sanctions with military sanctions should it become necessary to meet armed retaliatory action. That view is strengthened when one considers the acute anxiety which the present European situation is causing.

“ It would be disastrous for the League to continue sanctions now with an apparent show of strength and have to capitulate a few months hence owing to the impossibility of maintaining them. Is it not also fairer to Ethiopia that we should declare ourselves here and now? Have we not misled that unfortunate nation long enough? Only if we were certain that we could ensure the faithful observance of collective action, in the face of all eventualities, would we be justified in still encouraging Ethiopia to base its hopes upon our assistance.

“ Article 16 provides for military, economic and financial sanctions. Had those measures been applied fully against Italy, there could be little doubt that, notwithstanding the non-universality of the League, the position of Italy would have been rendered untenable.

“ Only the imposition of the maximum practical financial and economic sanctions, backed by a readiness to accept full responsibility in meeting retaliatory military action with armed force, would enable the financial and economic sanctions contemplated by Article 16 to be applied effectively. In my opinion, economic and financial sanctions, so applied, would probably prove effective even in a non-universal League.

Our recent experience proves that it is not possible to maintain any system of collective security unless the nations parties to such a system are convinced that, when invoked, the system will prove effective. The present system creates a false sense of security and involves undertakings which cannot be honoured. The tragic example of this is the fate of Ethiopia. It involves also obligations of a far-reaching effect, severe economic

and financial losses and dangers of retaliation.

“ Last autumn, with the League's action in the Italo-Ethiopian dispute, a new hope came to millions of men and women throughout the world—the hope that the phrase ‘collective security’ had reality and that, through the action of the League States and the goodwill of great Powers now outside the League, the collective judgment of the nations would ensure justice in the world. That hope to-day is extinguished. It is for us, when we meet in September, to rekindle it and by wise action ensure its realisation for all time.”

M. Guani (Uruguay): “.

To face facts does not, in my opinion, connote any judgment for or against certain principles which are to-day under discussion in connection with the organisation of international life by the League of Nations. But it is obvious that, in the Italo-Ethiopian conflict, the policy of collective security, as originally conceived, has succeeded neither in preventing nor in stopping a war, nor has it saved the country which is the victim of aggression.

“ At no time should the economic and financial measures provided for in Article 16 have had attributed to them the character of ‘sanctions,’ as these measures were generally called. Perhaps the intention to give such measures the character of penal measures against the aggressor State may account for the erroneous reasoning of those who advocate their maintenance or their reinforcement after the events of which everyone is aware.

Neither the Assembly, nor the Council, nor the Co-ordination Committee, nor the States Members of the League, exercise any penal jurisdiction in respect of each other when they decide to apply Article 16. On examining the origins of the text of the Covenant, no such interpretation can anywhere be found. Article 16 was intended to prevent or stop war, but not to punish States designated as aggressors.

As these definite objects have not been attained, then the League's sole mission must be to discover means for attaining peace as immediately and fully as possible within the spirit of the Covenant.

“ Since the measures hitherto adopted under Article 16 have not given the results foreseen, we are of opinion, in accordance with the letter of the Covenant itself, that they should not continue to be applied.

With regard to the statement made by the delegation of the Argentine Republic, my Government reasserts its willingness to co-operate in the work of justice and peace to which all the nations of our continent are contributing indefatigably. Wars of conquest have always been regarded at the Inter-American Congresses as unjustifiable acts of violence and spoliation.

“ The countries of the New World are making a very great common effort to build up in their continent a solid organisation of international peace such as will preclude the hideous barbarism known as war. We are determined, therefore, to maintain our confidence and hope in the future

of the League, however dark the present hour may seem.

In expressing before you that confidence and that hope, may I say that we will support any action taken to reform the Covenant in the light of the lessons of experience and the realities of international life? We will remain loyally attached to the principles of the Covenant and to the action for human collaboration which is being made at Geneva. We earnestly hope that the present difficulties will be solved without any injury to that world prestige which the League of Nations requires to enable it to carry out its work of civilisation and peace throughout the world."

M. Munch (Denmark): ".

I do not wish to revert to the question whether the maintenance of sanctions might have led to that equitable peace which the Council has, on several occasions, proclaimed to be the object of our efforts. In any case, we are now faced by the fact that a number of States for which sanctions might have far-reaching political and economic consequences have announced their determination to abandon them. It would therefore be a pointless demonstration if other States, for which the consequences of sanctions are comparatively unimportant, decided to continue them. It is perfectly clear that the desired result could not be achieved by this means. From another point of view, it is undeniable that the way in which sanctions have been applied, and especially their abandonment without their object having been achieved, constitute a precedent which clearly establishes that States are entitled to decide for themselves in every case whether the situation is such that they are bound to establish and maintain economic and financial sanctions.

As to the recognition of a situation created by force, we cannot but support the declarations of principle we have heard, in the first place from the Argentine representative and, later, from the representatives of other Powers. We cannot allow a country to cease to exist as a State simply because it is partly or wholly occupied by a foreign army, even though the occupation has led to the departure of its Government.

Experience has shown that the League was able to smooth over disputes between States which are not great Powers, and that, as an organisation for negotiation, it would play a moderating part and enable time to be gained in cases in which a serious and far-reaching conflict was to be foreseen. That in itself is undoubtedly a very substantial result. On the other hand, experience has also shown that, in view of the existing dissensions between different groups of Powers, the League is not in a position to afford its Members adequate protection in accordance with the provisions of the Covenant.

The Danish Government is of opinion that the difficulties that have arisen are due, not to the provisions of the Covenant, but to political and economic dissensions between States, and to the consequent inadequate enforcement of the rules of the Covenant. We are prepared to consider any suggested amendments to the Covenant; but, in view of the extreme difficulty of securing the adoption of such amendments, we think

it necessary to attempt to remedy the present difficulties by improving the working of the League.

For this purpose, more complete preparations must be made for the application of those articles which are designed to avert conflicts and to prevent the violation of the League's principles.

The first task, in the performance of which the Council must take the initiative, is to ascertain whether a larger number of States could be brought into the League than are now Members of it. We are convinced that, until this has been done, the League, as an instrument of peace and justice, will remain imperfect.

In cases in which actual membership of the League is impracticable, an attempt must be made to secure regular co-operation, both by better-organised participation in the League's non-political activities and by the conclusion of a consultative pact embracing both the countries Members of the League and the States in question, in conformity with the views expressed in the schemes for consultative pacts that were submitted during the Disarmament Conference.

As soon as the possibilities of increasing the membership of the League and strengthening its co-operation with non-member States have been ascertained, and it has accordingly been found that the necessary conditions are fulfilled, further efforts must be made—again on the Council's initiative—to put into effect the fundamental principles laid down in Article 8 of the Covenant. We are convinced that a general reduction of armaments would in itself amount to a strengthening of collective security, as has been clearly demonstrated by the first delegate of France in his interesting and important speech. Such a reduction certainly seems very difficult at a time when armaments are assuming fantastic proportions, but one at least of the obstacles that prevented the success of the Disarmament Conference—the inequality existing at that time between the armaments of various countries—has now disappeared. We have therefore observed with satisfaction that, in all the plans for agreement among the great Powers that have been published by those Powers, attention has again been paid to the problem of the reduction of armaments.

Next, it is important that a system of guiding principles should be established for the application of Articles 10 and 11. It is also desirable to lay down provisions for the application of the unanimity rule when conflicts between States are referred to the Council or the Assembly, in order to prevent that rule from paralysing the League's action.

It is likewise essential that an effort should be made to secure general consent to the Conventions of 1930 and 1931, dealing respectively with financial assistance to States attacked in violation of the Covenant and with the means of preventing war.

In view of the present insecurity and the consequent inadequate enforcement of the Covenant, my Government is obliged to assert that States are entitled eventually to take that fact into account in cases in which the application of Article 16 may be required.

On the other hand, we realise that the principles adopted in 1921 afford valuable guidance for the application of Article 16. That the first attempt

to apply sanctions has not succeeded in putting a stop to the aggression committed by a great military Power upon a weaker State does not show that economic sanctions, even if limited in character and applied by a limited number of States, may not prove valuable in other cases. What is essential is to take advantage of the experience gained and lay down additional principles.

It would also be desirable to resume the enquiry into the best ways of using education, broadcasting and the Press to weaken the currents of dissension and mistrust that are at present dominating the relations between a large number of peoples.

One of the most important of the factors that have made international understanding and co-operation difficult during the last few years is undoubtedly the state of commercial war produced by economic isolation and currency difficulties, leading as it has to violent exchange fluctuations, prohibitive tariffs, Customs preferences, quotas, and, lastly, the system of foreign-exchange control.

The examination of three essential questions must be resumed forthwith: (A) the creation of a stable monetary basis for world trade; (B) the amendment of existing agreements with the object of developing trade; (C) the restoration of a sense of security in regard to the possibility of buying and selling in the countries producing raw materials.

Much has been said of the crisis through which the League is passing; but the expression is too restricted. The crisis through which we are passing is one that jeopardises the whole of modern civilisation. Ancient civilisations have gone down beneath the consequences of devastating wars, though the means of destruction that the men of those days possessed were very weak compared with those with which technical progress has endowed the men of our time. It has become plain that the maintenance and advance of civilisation are not compatible with great wars in which modern methods of destruction are employed."

M. Motta (Switzerland): "

The object of sanctions was to prevent, if possible, and to stop the war. That object has not been achieved. There are two main reasons why it could not be achieved. The first is that the League of Nations is far from being universal; the second is that, from the outset, there was a tacit or explicit agreement to avoid military sanctions, or economic sanctions the effects of which would ultimately have merged into military sanctions. There was no desire that the war in East Africa should develop into a European or perhaps a world war.

The war is now over, and the League has had a reverse. Was this reverse inevitable? No one will hazard a definite reply to that very complex question. But it seems quite plain that, were sanctions to be maintained now the war is over, their character and significance would undergo a complete change. They would no longer represent an attempt to stop action that was actually being taken; they would be a punishment or an expression of political or moral judgment. But Article 16 of the Covenant was neither conceived nor drawn up for that purpose. To continue to enforce

economic sanctions would be to maintain, to engender, general disturbance, irritation and insecurity. The Assembly has the right, and indeed in our opinion, the duty, to declare that there is no longer any ground for applying sanctions. The Co-ordination Committee—by origin and purpose a conference of sovereign States—should now suggest that Governments should take the decisions that follow from that pronouncement.

That, it seems to me, is the legal and moral bearing of the facts. The League has been badly shaken, but it will not perish; for it fulfils one of the vital needs of mankind and of the world—the need for an international organisation and for co-operation between the States. The League will go forward again, provided it learns from its experiences.

I will refrain for the moment from making general suggestions as to the best means of adapting the Covenant to the needs of the future; I will confine myself to saying that conciliation procedure and action should come into play, and more speedily, from the very beginning of a conflict; that the rules for determining unanimity should be made more elastic, and thereby more rational. In particular, I think the procedure for asking the Permanent Court of International Justice for an advisory opinion should be far simpler—a mere majority in the Council or the Assembly, without the votes of the parties, should suffice.

And then—and this will be my *ceterum censeo*—no effort must be neglected to attain that great postulate, universality. Whatever may be said, universality is essential. The world has become smaller. The continents themselves can no longer be wholly self-sufficing. If, in the near future, we cannot hope to achieve universality, in the normal sense of the word, we must not neglect new forms of co-operation between the League and certain great States, for, if these States remain completely isolated from the League, the full realisation of its ideal will be delayed for a long time to come."

M. Lozoraitis (Lithuania): "

If we examined our consciences carefully, we should find it more expedient to reform ourselves first, within the admirable setting of the charter of the League—a charter which was the outcome of a severe and bitter struggle and took the form of a sacred vow to have done, once and for all, with the nightmare of 1914-1918. It would be fatal to follow a course that would weaken the Covenant, solely in order to compromise with realities.

If there is one matter about which we should be exercised, it is the need for strengthening the obligation, in international affairs, to submit, all of us without exception and without flinching, to pacific methods for the settlement of any problem that may arise between nations.

What now seems so disturbing and alarming, from the point of view of League policy, is not all the shortcomings of the Covenant, but rather the possibility of making attempts to evade it when the rules laid down trammel enterprises of which no one but those concerned can approve.

Lastly, is the system of sanctions for ever discredited because, in one particular case, it was not altogether successful? On the contrary, precisely because it was not successful, we must arrange that it shall be easier to set in motion and shall be enforced more strictly and effectively—in the light of experience, of course—a bitter experience, but one from which we may learn much. There is nothing in Article 16 to prevent us from adopting the new methods which must be worked out if it is to become effective. As long as States, beginning with the Members of the League of Nations, are unwilling to suffer the restraints imposed by international good conduct as defined in the Covenant, sanctions must remain as the sole disciplinary measure. It would be a tragic mistake for mankind were we to conclude from our present experience that the whole system should be done away with.

Is it possible that our faith in a supremely just ideal should waver solely because that ideal is still too lofty when viewed in the light of past and present facts? We might at the worst be constrained to stand impassively before the facts, but it would be wrong and dangerous to adopt a new rule of conduct because of them. . . .

M. de Graeff (Netherlands): “ . . .

When we face the facts, we must admit that the League of Nations has proved powerless to protect Ethiopia against an act which all its Members, with few exceptions, described as an act of aggression.

In existing circumstances, in view of the attitude of the great Powers, and despite all our disappointment at this failure on the part of the League, we must recognise that the maintenance of sanctions against Italy would prove inoperative. That is why the Netherlands supports the proposal to raise sanctions at an early date to be fixed by common agreement.

There is no shame in having to recognise that the forces of the League of Nations have failed in the defence of right. But it is the imperative duty of all those who hailed the League as the defender of peace and the bulwark against illegal aggression to enquire into the causes and consequences of its failure in this case, and to reconsider their attitude towards it.

If we could believe in an immediate reform of men's minds, in a moral reform of the mentality of peoples and their governors, we should of course be the first to admit that the Covenant, as it is, would suffice to co-ordinate the efforts of men of goodwill anxious to spare the world the horrors of another war. But, as has been rightly observed, such a tardy spiritual rebirth is not to be expected. Action is necessary, for the present situation, which merely offers the Members of the League a simulacrum of collective security and demands their co-operation in joint measures without offering them any effective guarantee of assistance against the risks they run by doing their duty, seems to me inadmissible, and it is essential that the possible means of improving this situation should be thoroughly investigated.

As regards the reform of the Covenant, there are two different schools of thought. One school

wishes to strengthen the Covenant by regional agreements within the framework of the Covenant and under the control of the League.

There is another school of thought which contemplates the total abolition of sanctions in their present form and the reform of the charter of the League so as to make it a ‘consultative pact.’ According to this view, the whole of the present system of sanctions should be superseded by a single sanction—the automatic exclusion of the aggressor from the League.

It is notorious that the system of sanctions constitutes the essential objection of certain States to participating in the work of Geneva. Moreover, the events of the last few months have clearly shown that any system of economic sanctions is doomed to failure unless it is generally applied. It might therefore prove that the aim of the Covenant would be attained more rapidly in this way than by following the path we have hitherto pursued. Furthermore, it does not seem to me impossible to combine this idea of widening the basis of the League with that of ‘regionalising’ certain obligations which exceed the scope of the general obligations binding upon all Members; but it must be plainly understood that the limits of these regional provisions must be traced by the charter of the community itself. They cannot be left to the arbitrary judgment of groups. . . .

M. Rivas Vicuña (Chile): “ . . .

The Covenant is in our opinion a legal structure which, like any other human device, must be capable of constant improvement if it is desired to achieve the noble aims underlying it and to put into practice the humanitarian principles it must serve.

We are now wondering whether the Covenant is doing anything to promote at least one great task—material disarmament. In reality, Articles 8 and 9 of the Covenant are quite inoperative.

A fact which seems to constitute one of the most important answers to our question is that the League is not universal; some Powers are absent, and we know that, despite all assertions to the contrary, without the assistance of these Powers no solid and lasting peace can be assured. It therefore seems to me our duty to seek to attain universality for the League.

To secure this universality, we must see whether it is necessary to introduce certain reforms into the Covenant or to adopt certain interpretations of its provisions, in order that we may achieve useful co-operation without touching its essentials without affecting its principles and without diminishing its effectiveness.

One of us, once said: ‘When we signed the Covenant, we renounced our neutrality in exchange for collective security.’ We now see that this security has no other value than that of a programme to be achieved when circumstances permit. We also see that the system of the Covenant is leading us to a world war, and we think that this is a situation which calls for reflection. Everyone condemns war, but war preparations

still continue, and war is even spoken of as a very near reality.

Public opinion in Chile, as in other countries, is losing its confidence in the effectiveness of the League's action. If we cannot obtain peace or collective security, we must resume our neutrality.

The Government of Chile, following its own ideas and interpreting a large body of public opinion, has invited the Council, and now invites the Assembly, to undertake a study of the Covenant with the object of achieving the universality of the League and of ensuring the effectiveness of its action, due account being taken of regional interests.

M. Westman (Sweden): "

In connection with the various problems with which we are faced at the present moment as a result of the conflict between Ethiopia and Italy, one fact must at once be recognised. It is this: As a result of the decisions taken and the opinions expressed by various Governments, the front of the sanctionist nations is already virtually broken. Sanctions were based upon collective action; and collective action was the *sine qua non* of their effectiveness. From the moment that certain Members of the League of Nations, including some of the most influential, decided, in the exercise of their sovereign right, in favour of raising sanctions, the other Members will necessarily be led in a few days' time to recognise that sanctions are a thing of the past.

As a consequence, a second problem will arise in connection with the situation which has been created by the military occupation of Ethiopia. No developments have taken place of such a character as to affect the judgment pronounced by fifty Members of the Assembly concerning the responsibilities in this affair. To-day, we may ask ourselves whether, as in the case of sanctions, we shall shortly be confronted by a further series of *faits accomplis* also as regards the situation of Ethiopia.

It is natural, however, that the set-back which the League has suffered in the Italo-Ethiopian dispute, as in other cases in which it proved incapable of preventing hostilities, should have reacted powerfully upon Swedish public opinion and should have led to a reconsideration of the problems involved in Swedish membership of the League.

It must be remembered that the provisions of the Covenant were conceived and drafted in the belief that all States would join the League. The actual position is very different; and we know by sad experience the extent to which this lack of universality prevents the League from fulfilling certain of its essential functions.

Moreover, the disarmament provisions of Article 8 of the Covenant have not been carried into effect; and it must be acknowledged that opportunities of achieving tangible results in that direction were not seized.

The States which have carried out the provisions of Article 16—notwithstanding the non-fulfilment of the two primary political conditions to which I have referred—have been compelled to admit their failure to safeguard the Covenant and to

achieve the essential object of protecting the freedom and independence of the League's Members.

Can it truly be said in such circumstances that collective collaboration is assured to such a degree as to justify the expectation that all States Members should feel bound to participate in whatever measures of coercion may be recommended by the League?

In that connection, I should like to draw attention to two observations which appear in the communication published yesterday by seven delegations.

The first of these observations refers to the wish expressed therein that the League should undertake to develop the means of preventing war. The second deals with the enforcement of Article 16, in regard to which it is stated that, so long as the Covenant, as a whole, is only applied incompletely and inconsistently, the seven States in question are bound to take these circumstances into account in executing Article 16.

M. de Valera (Irish Free State): "

Over fifty nations pledged themselves to one another in the most solemn manner each to respect the independence and to preserve the integrity of the territories of the others. One of these nations turned its back on its pledges freely given, and was adjudged almost unanimously by the remainder to have been an aggressor, and now, one by one, we have come here to confess that we can do nothing effective about it.

Over fifty nations, we banded ourselves together for collective security. Over fifty nations, we have now to confess publicly that we must abandon the victim to his fate.

It is a sad confession, as well as a bitter one. It is the fulfilment of the worst predictions of all who decried the League and said it could not succeed.

As has been said already, we are all of us in some measure responsible for this pitiable position, some much more responsible than others. Read the speech delivered here by the Emperor of Ethiopia. Does any delegate deny that, so far as it relates to what has happened here, there is, to his knowledge, truth in every line of it?

Perhaps, as the representatives of a small nation that has itself had experience of aggression and dismemberment, the members of the Irish delegation may be more sensitive than others to the plight of Ethiopia. But is there any small nation represented here which does not feel the truth of the warning that what is Ethiopia's fate to-day may well be its own fate to-morrow, should the greed or the ambition of some powerful neighbour prompt its destruction.

Unless the League can inspire confidence, it clearly cannot stand. Subscribing to what has been proved to be a delusion is not the way to secure confidence. If confidence is to be restored to the masses, it can only be by rigidly restricting commitments to those we know can be loyally carried out, which the average man can believe will be carried out. By all means let us keep before us the ultimate ideal which we desire to reach and work as far and as fast towards it as we can, but let us contract only for that which we can, in the time of test, certainly perform. Let us face

the fact that economic and financial sanctions can be made effective only if we are prepared to back them up by military measures. Let us face the fact that every nation may, when the test comes, have many good reasons for shirking the terrible responsibility of entering upon a war. Let us face the fact that not one of the fifty nations represented here is prepared to face war to preserve the principles of the League in the present dispute. For the sake of a nation in Africa, apparently, no one is ready to risk now a war that would be transferred to Europe.

That is the position to-day, and does anyone doubt that some similar position can occur to-morrow?

Europe is obviously the danger point. If we want to be realists we shall concentrate upon Europe without delay, and once our common commitments under the League are explicitly defined (and clearly these commitments do not include, and cannot at this time be amended to include, an obligation to go to war to maintain the principles of the League), let us, thinking only of the future, set about the urgent task of preserving peace in Europe and leave aside for the moment such questions as how the Covenant should be altered to make it, as a world organisation, effective and universal.

The peace of Europe depends, as everybody knows, on the will of the great Powers. If the great Powers of Europe would only meet now in that Peace Conference which will have to be held after Europe has once more been drenched in blood; if they would be prepared to make now in advance only a tithe of the sacrifice each of them will have to make should the war be begun, the terrible menace which threatens us all to-day could be warded off. The problems that distract Europe should not be left to the soldiers to decide. They should be tackled now by the statesmen. If the problems cannot be settled by conciliation, let them be submitted to arbitration. I shall be told that there are difficulties. Of course there are difficulties. There are difficulties in every direction that lies open to us, but in which direction are there the least difficulties? Are there more difficulties along the way of peaceful adjustment by conciliation or arbitration than along the alternative way of a modern war?

In 1925, when advocating in Geneva the acceptance of the Protocol for the Pacific Settlement of Disputes, a French statesman, whom I am glad to see still with us, deplored that no great conflict for which mankind had bled, and not one of the vital causes, or what were believed to be vital causes, which led to those conflicts had ever been brought before a Court of Arbitration. Is it too much to recall that statement now and to urge that the machinery provided in the Covenant should be utilised forthwith to remove obvious injustices and make the territorial and other adjustments which present conditions demand? In other words, to remove obvious causes of the war that is now threatening. It would be worth great sacrifices to bring about understanding and friendship between the great peoples of Europe. No losses could be greater than those which preparation for war and war itself entail. 'Not an inch' is out of place in a situation where war will vanquish everybody.

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It has often been urged that if there had been a League of Nations in 1914—if there had been a Council or an Assembly—where the problems and the dangers that then threatened could be discussed, the great war could not have happened. It was argued that, in the absence of a League, the military machines were set in motion before the statesmen could get together. The statesmen can now get together, but what are they doing? Millions are being squandered on armaments, but are the root causes of the trouble being sought out and effective steps taken to remove them? Ten years ago, a Norwegian representative reminded you that you must deal in time with situations that might one day become acute. Two miles above Niagara, he said, it is possible to land, but wait until you are a hundred feet from the Falls and you are lost. How much more necessary is this advice now than then. How much nearer is Europe to the Falls. Will it be said, when the array of tombs which stretch from end to end of Europe has been multiplied, that there had been plenty of time to land but that the statesmen waited too long and the soldiers took control?

If the major problems of Europe can be settled, all can be settled. If the problems of Europe are not settled, it is vain to talk in the wider terms of a world League.

The French Prime Minister has spoken of disarmament. If Europe can be persuaded to settle its present problems peacefully, the policy of a rapid reduction of armaments will for the first time get a chance, and the wealth that is being wasted in preparing instruments of destruction can be made available for improving the conditions of life of many millions of people.

Despite our juridical equality here, in matters such as European peace the small States are powerless. As I have already said, peace is dependent upon the will of the great States. All the small States can do, if the statesmen of the greater States fail in their duty, is resolutely to determine that they will not become the tools of any great Power and that they will resist with whatever strength they may possess every attempt to force them into a war against their will."

Sir James Parr (New Zealand): "

But, at the moment, the people of New Zealand are disappointed and distressed. They profoundly regret that a combination of untoward and unforeseen circumstances, and certainly not omitting the weakness of the human element, has defeated the League in its attempt to curb aggression.

The Government of New Zealand still favours sanctions. It favours their maintenance and intensification. If there were an effective majority of the League ready to go along that road, the New Zealand Government would travel it with them. But one cannot blind oneself to facts. The speeches that have been delivered here, and the general atmosphere, as I glean it, indicate to us that an overwhelming majority of League Members will not support sanctions any longer. Their maintenance, with any chance of success is, therefore impossible.

I am therefore instructed by His Majesty's Government in New Zealand that, if there can be

no generally accepted determination by our colleagues here to continue sanctions, I am to acquiesce on behalf of New Zealand, in their removal.

We shall hope, therefore, that fifty nations will meet here in September, each to make its contribution to the all important question, the plain issue of how best to make the League really efficient in deterring any future aggressor against the world's peace."

M. Pfügl (Austria): "

The secret of the art of government, it has been said, is the power to foresee. The experience we have had to undergo would seem to show that the secret of the effectiveness of the League will be to prevent.

We have two definite aims before us—to safeguard, in the immediate interest of the world universal peace, which to-day is threatened, and to maintain the League, in the future interest of the world.

I would venture to quote an utterance of our eminent President who said the other day, that it seemed to him as though the destinies of great peoples, the destinies of a large part of humanity, were in the balance.

Some of the most authoritative voices of the world have been heard in the Assembly's discussion seeking to throw light on the road we have to tread. To these voices there has been added another—the voice of Italy. The tone of the Italian note which has been read to the Assembly is one to which we cannot remain indifferent. The spirit of the Covenant by which the note is informed, and the principles of Article 22, taken in many cases literally, to which Italy proclaims her desire to conform in the sacred mission of civilisation which, with the fall of the Ethiopian Empire, she has assumed, cannot fail to strengthen the confidence of those—among them, Austria—who, in accordance with the inexorable exigencies of the moment, await, and are entitled to await, a definitive solution of this dispute which will take into account both the world's imperative need of appeasement and security and the authority of the League of Nations."

Dr. Wellington Koo (China): "

The unhappy events of recent months are a natural sequence in our minds to the League's failure in the case of armed aggression started in September, 1931, by one State Member of the League against another.

As a humble member of the original Commission which drafted the Covenant in Paris in 1919, I must confess a deep feeling of disappointment which, I note, in all its poignancy, is fully shared by the speakers who have preceded me in this Assembly.

We find the League to-day at the cross-roads, paralysed by the failure of its efforts and lost in a dense fog of depression and distrust. Shall we turn back on our road to organised peace through collective security, or shall we branch off into the perilous by-path of compromising amendments to the Covenant?

It is the view of the Chinese delegation that the failure of the League in the matter of sanctions has been due not to the insufficiency or the

inefficacy of the measures provided in the Covenant but rather to the policy and methods of application adopted. Instead of being applied in their entirety they were applied partially, and even the partial application was effected haltingly, with equivocation and without that determination and promptitude which would have caused them to produce a far greater effect than they actually did.

If the League has hitherto failed, and failed signally, how can it avoid similar failures in the time to come?

Measures of a military character are, indeed, expressly provided for in the Covenant, and the Members of the League have a common obligation in this regard. Whether such measures should at once be undertaken by the entire body of Member States or first by those only who, by their geographical position and state of preparedness, are in the best position to carry them out effectively is a question of application.

What disturbs the peace of the world and threatens even the existence of States is war and armed aggression. To stop either it is necessary, as experience has shown, to be prepared to use force, for readiness to resort to force, on the basis of international solidarity, to maintain peace will have a strong deterrent effect upon ambitious and aggressively inclined States. The certainty of meeting with a determined opposition, supported by an overwhelmingly superior collective force, will stop such nations from taking chances and persuade them, perhaps more effectively than any argument in words, to participate and collaborate in the maintenance of peace and agree to a general reduction of armaments.

Objection is occasionally raised to the application of military measures against armed aggression on the ground that the burden will fall principally upon the major Powers. That such may be the case cannot be avoided in the nature of the circumstances. It is not only natural, but fair, that the stronger should contribute more. Since they have greater interests at stake, the benefits of peace accruing to them will likewise be in fact greater. It is like paying a premium for insurance: the greater the value insured the larger the amount of premium to be paid.

Again, to the effective organisation and maintenance of peace, the principle of universality is indispensable. As the Prime Minister of France said yesterday, in his frank, forceful and farseeing speech, peace is indivisible, not only for Europe, but for the whole world. Indeed, science has, as it were, reduced the distances separating continents; the farthest corners of the earth are easily accessible by improved means of communication and transportation. The outbreak of a conflict in one part of the world is bound to have repercussions in other parts. It is, therefore, not only desirable but necessary to organise peace on a universal basis and ensure security by the collective efforts of the League Members, and if possible, in collaboration with non-member States.

China, on her part, will always be ready to contribute her full share to the realisation of the principle of collective security. And I feel confident that our fellow Asiatic Member States are equally devoted to the principles of the League,

and are no less anxious to discharge their obligations in the cause of peace and justice.

M. de Velics (Hungary): “ ”

Hungary's attitude in the question on the agenda is sufficiently well known. The grounds on which it is based have been explained from this platform. They are founded on a dynamic and not a static conception of the aims of the League of Nations.

The Hungarian Government cannot associate itself with the view that the League's task should be exclusively to ensure the strict application of the punitive provisions of the Covenant. The Hungarian Government would like to bring these punitive provisions into equilibrium with the other provisions of the Covenant, which—in particular, Articles 11, 13 and 19—provide pacific and preventive means of settling disputes that may arise between States Members and offer possibilities of remedying situations the maintenance of which might imperil world peace.

M. Sepahbodi (Iran): “ ”

In truth, it is not the Covenant and its articles that we must change, but rather the spirit of those who have to apply them. So long as there is in this Assembly no such spirit of sincerity in carrying out the undertakings entered into no Covenant, however perfect, will prevent war or safeguard peace.

Such is the lesson we have been able to draw from the tragic events of these last few months, in the course of which Article 16 has been put to the test.

We may be told that the small States are not materially strong enough to render effective help in the common action against the aggressor, that it will always be the great Powers who will have to bear the brunt of the danger and that, consequently, the attachment of the small States to the Covenant and their loyalty to their undertakings will not be decisive in the solution of the problems that arise. At first sight that reasoning may seem logical, but, on reflection, it will readily be realised that the help and effective support of the small States scattered throughout the whole world would, if united, form a force so great that no aggressor, however powerful, could ever challenge it. Therein lies the true power of a world League of Nations united in the fulfilment of its duty.

I will be brief, and, accordingly, I will simply point out to this Assembly that the new direction we are being asked to take and the new road that it is proposed to mark out for us are so obscure that it is necessary to think twice before entering upon them.

My country would be happy to help in finding any solution that would render our Covenant more effective and its application simpler and above all less slow. Nevertheless, I feel in duty bound to say in all solemnity that my country can never take part in a reform of our fundamental charter such as will restrict its scope or create legal inequalities between the Members of the League, or in any way impair the strength of its fundamental principles, since it is for the sake

of those principles that we are taking part in this international institution.”

M. Monteiro (Portugal) “ The Portuguese Government recognises that the maintenance of the sanctions against Italy voted in October last is impossible and, in any case, useless.

The opinion of the Powers with which the real decision rests in this matter of sanctions weighs heavily in the balance to-day, as it did some months ago.

It is certain that no one unfurled the flag of sanctions with a light heart, and my own country's decision was taken with profound distress. We had no direct interest in the conflict. Sanctions represented a heavy sacrifice for us, which we accepted regretfully. We had to apply them against Italy, a country to which we were bound by firm friendship and a sincere admiration for its great record of achievement in recent years.

I should wound the pride of my fellow-countrymen if, ignoring the deference due to the vanquished in the present tragic circumstances, I make no mention of our old friendship with Ethiopia; in the sixteenth century, Portugal established relations between Ethiopia and Europe, and assisted the former to set up (as stated by an eminent English author) the religious and political structure which has lasted to the present day.

But the hour came when the defence of the principles of the Covenant appeared to us to be fundamental. Not to attempt to maintain those principles might have meant the extinction of the last hope of peace through collective security. It was our duty to take up the struggle for right, and we listened only to that dominant appeal

To-day, we can say that sanctions have lost their *raison d'être*. They have not been successful in preventing war or in rendering it shorter or less distressing. Collective action has failed to safeguard the territorial integrity of Ethiopia. To persist in the present course would not merely be useless for the high cause of collective action or for the vanquished: it might even be dangerous for the peace of the world. The maintenance of sanctions would mean, at the present stage, the prolongation of conditions of uncertainty and unrest in Europe without infusing fresh life in to Ethiopia. The intensification of sanctions would lead to war. So far as the world of political realities is concerned, sanctions have lost their meaning. The last crusade is over.

I have only to add that the effort of these last months should retain to the last the character it has borne hitherto. What was undertaken and enforced as a collective measure should be brought to an end as such.

Articles 11, 15 and 16 of the Covenant are only the means for rendering effective the guarantee of independence and territorial integrity which is embodied, with the support of the nations behind it, in Article 10. Article 10 contains the vital principle of the League, and is its very backbone. Take that article from the Covenant and the League is dead. Weaken it, and you weaken the organ for whose vitality and expansion we should all be proud to labour.

The purpose of the Covenant was to guarantee the independence and territorial integrity of nations even by war. Its aim is peace; but it could not play its proper part in human affairs if it did not make provision for contingencies in which present peace should be sacrificed to secure a lasting peace in the future. The Covenant made such provision.

In raising sanctions, we admit the impossibility of ensuring the observance of certain fundamental provisions of the Covenant. That is the meaning of the act which I have just described as inevitable. It is a tacit avowal of a serious character.

It is clear that the measures prescribed in Articles 11, 15 and 16 are very vague and temporising and cannot arrest aggression. They do not increase the victim's means of defence. By creating an illusion of solidarity which does not exist, by exaggerating the victim's belief in his powers of resistance, they prolong war, intensify animosities, render agreement more difficult and defeat more tragic. In fact, the weaker party is thereby left as isolated in the struggle as if the guarantees of collective security were no more than a fair dream of the future.

Economic and financial sanctions will never be able to check the aggressor, or prevent the first shock of the attack. They will come too late in the conflict and their effect will always be too feeble. Armed with this weapon alone, we shall almost inevitably find ourselves faced with the irreparable.

To say that all means of action are provided for in the Covenant, and that, if collective decisions have not stopped or prevented war, that is because we were too slow and hesitant, too conciliatory weak and optimistic, is merely to admit that the texts are not in accordance with our present possibilities, perhaps because they are too idealistic and we on earth too imperfect. I know some will repeat that there must be a change of heart and not of the Covenant. I envy them their attractive optimism. Even if I thought such a metamorphosis possible, I should have difficulty in believing it could be rapid.

I am bound to admit that the Italo-Ethiopian dispute is a case in which it was exceptionally easy to take collective action. Unanimity was achieved almost spontaneously. If, in these circumstances, our efforts were unavailing, how can we hope for visible results in a more complicated case, when the nations may be more divided because of their interests and feelings?

Present methods have failed; we must find others. Otherwise, the nations here present will be responsible for I know not what impending disaster.

History will doubtless record the imperishable memory of fifty nations, in pursuance of a high ideal of peace, taking a decision—in this very hall which to-day witnesses its abandonment—that should in future exercise the spectre of aggression and conquest. For one instant, we dreamed that the weak were at last heavily armed against the strong.

I must add that nearly all Governments faithfully fulfilled their obligations. In this last moment of

struggle, the sanctionist front retains its original unity and discipline. It can truly be said that nearly every one of these fifty nations showed a spirit of self-sacrifice. They all made the effort the collective organisation demanded of them, and if they did not press economic and financial sanctions further, it was because they recognised that more extensive action would be useless. That is proved by the work of the Co-ordination Committee. It is true that in many cases the measures enacted were put into force excessively slowly; our procedure was not intended for emergencies. But they were set in motion on a sure and broad basis; only the defeat of Ethiopia broke them down more rapidly than we anticipated.

We had, in the thick of the battle as it were, to devise a complex organisation for the study—I was going to say the invention—of methods of resistance, and the sanctionist machine was assembled in all its parts. Only one indispensable lever failed to operate: the great Powers did not always show the same spirit of solidarity as the others.

In my opinion, our experience proves not that the organisation is weak, but that the machinery, the means available, are weak.

We have seen clearly that collective security can be guaranteed by military sanctions alone. As in personal affairs, the time always comes when right must be supported by might. Eliminate sanctions from the life of right, and crime, violence, unscrupulous audacity will triumph. Abandon once and for all the use of military sanctions, and you will have abandoned international order. You will have proclaimed the law of the jungle in the life of nations. You will never be able to realise your vision of disarmament. You are condemning yourself for ever to the slavery of war.

Statesmen, beguiled by a great ideal, will repeat that they want to make collective security a reality. But the reality will always belie their words.

We must confess to the nations that there is only one way to prevent aggression and conquest—the ability to enforce collective military sanctions.

The present instance has shown that no Government had the political means to go to that length. The nations are already willing to sacrifice certain material interests for the sake of collective security. But as yet they are unwilling, when their vital interests are not at stake, to run the ultimate risk for love of justice and for the sake of the independence of others. That is the melancholy lesson to be learned from the facts.

Without the League, Ethiopia would have paid for her weakness with her life; but, despite all its efforts, the League has not spared her her tragic death.

This being so, what can be the hope of the Members of the League? What justification for confidence in justice, right, equity are we giving to those who, while they will never have big armed forces at their disposal, nevertheless desire to retain their place in the world as real forces of humanity, as traditional builders of civilisation?

Must we admit that there is nothing new in international life, and that, the search for stability based on collective guarantees having failed, nothing remains but the old friendships, the old

co-ordination of interests, the traditional factors of security?

We must not part without telling the nations represented here that we intend to attempt the modest task of bringing the League back to the practical and possible. No one would wish it to be said that, after all our efforts, the League of Nations has been—and will be—nothing but a great market-place for the dreams of humanity, a great fair for the exchange of unrealisable promises.

At this hour in our history—an hour the gravity of which has been recognised by all who have spoken—there are some nations which are entitled to know exactly what the League is able, in all loyalty and effectively, to achieve. They have no doubt that the life of this institution will be brief if every time a dispute breaks out—and God knows what to-morrow will bring forth—we must rise to the heights, only to fall beyond recovery.

Let us quietly consider what guarantees the League can offer effectively, without ambiguity or hesitation. Let us be satisfied with little, but let that little be sure. Then step by step, we shall perhaps be able one day to reach the limit of our ideals.

My conclusion is that, in the sphere of collective security, a community which, though it offers but modest guarantees, does in fact provide them, is more valuable than an institution which, though it appears to give all, is in reality powerless. An institution of that kind leaves the nations as isolated and deserted in their struggle for independence, for integrity, for the right as if, in truth, it has no place in this world."

M. Barcia-Trelles (Spain): ".

It is neither strange nor surprising that we should all, in varying degrees, be troubled and perplexed. Our state of mind is but a reflection, in our own area of action within the League, of the crisis which is always experienced when the great universal principles of life have to be put into practice. Whereas, in the domain of thought, the governing ideas of social and international justice are gathering strength and achieving a greater measure of universality, in the sphere of acts and practical policy, these lofty ideas are forgotten. This dramatic struggle between principles and facts, between ideas and action, produces situations of heartrending uncertainty such as that we are now witnessing.

Consequently, we must to-day—and this involves no paradox—assert more fervently than ever our faith in the League of Nations, our conviction that the world can only be saved by and through the League, by promoting its complete efficacy in the realm of collective security for the maintenance of peace. Otherwise the world will enter an era of suffering and will have to contend with difficulties of the worst kind.

The love of peace, the sentiment of justice and of law have led Spanish legislators to incorporate in the Constitution the essential rules of the Covenant. Thus Article 6 of our Constitution reads: 'Spain renounces war as an instrument of national policy,' a solemn declaration in our fundamental Statute

which is without parallel in any other national political code.

What is the scope and intention of this so-called reform of the Covenant? Up to the present, no one has stated its essential character or the bounds to be set to such reform, and I, for one, cannot see how it is possible to endeavour to reach agreement on a matter that has not been defined.

Let us leave on one side temporarily this insurmountable difficulty and for the moment admit what is inadmissible, that we are all agreed as to what is to be done. Even then, it would hardly be possible to speak of 'reform', because reform can only be carried out by means of amendments, and you are all aware how difficult this method is to apply. The history of the League of Nations, and experience, have proved that the system of amendments is very difficult to put into practice. That is why I still maintain that the policy of reform is beset with danger because, if the reform does not materialise, what will be the moral and juridical situation of the League of Nations, with a Covenant that has, in practice, been denounced by the proclamation of reform, while the new law—the reformed law destined to take the place of the Covenant—has not secured approval?

As the problem is not due to intrinsic defects of the Covenant but to its defective application, it is the method of application above all that calls for reform. The truth is not that the Covenant has not been applied, but that—far worse—it has been badly and only partly applied. The law is good; what is bad is the way in which it has been administered. The best juridical instrument becomes bad when it is badly applied.

We have just conducted an experiment with the system provided in Article 16 against an aggressor. This experiment, it cannot be denied, has been an unfortunate one. But Article 16 has only been applied partly, in the form of its first clauses intended to prevent or repair an international evil. What we have to ask ourselves at present is whether we are prepared in future to apply the Covenant purely and simply. That is the whole problem.

Is it your intention to endeavour to strengthen Article 16 of the Covenant and to reinforce the authority of this great international organ? Do not forget, in any case, that Article 16 cannot produce its full effect without the application of Article 8. This article, which is essential to the life and working of the League of Nations, is—for reasons which I will not discuss at present—not only overlooked but entirely neglected.

You are aware that hitherto Spain has refrained from arming. She hopes that the military forces of all countries will at any rate be limited. Since she has set that example, she feels that she is morally entitled to say to you: Observe and respect the Covenant in its entirety, and the fruits we have not been able to gather to-day will be gathered later. The mere disappearance of Article 16 would necessarily and automatically lead to the formation of political and military organisations which would constitute an undoubted menace, an imminent danger, and an inevitable evil.

This close relationship between Articles 8 and 16 is only one proof of the fundamental unity of the Covenant. Our fundamental charter should be regarded as a logically conceived effort to ensure international peace. In this effort, all the component parts are of equal value, and each is necessary to the others. Peace must be based on justice, and justice cannot be a frozen concept since life itself is essentially fluid. A further proof of the unity of the Covenant is afforded by the need to strengthen those of its clauses which provide for the peaceful modification of established international conditions.

There can be little doubt that the delicate situation in which we are placed to-day is largely a result of the tendency—the excessive tendency, in my opinion—to rely on the virtues of Article 16 and neglect those of Article 11. We cannot too often repeat in the Assembly that, whatever changes are made in its theory or practice, the Covenant will always be much more effective as an instrument for preventive action than as an instrument for punitive action.

If it is for the Assembly to take the necessary initial decision, we think it is for the Co-ordination Committee to make the proposal to the States responsible for the final decision. This decision cannot be regarded as any sort of modification of our principles.

In this connection, to prove the continuity of our policy may I refer to the very words which my predecessor, M. Zulueta used in this Assembly on March 5th, 1932: 'Spain reaffirms in this Assembly the axiom enunciated by twelve members of the Council (including Spain) to the effect that the Members of the League cannot recognise any political or administrative changes brought about by force or in disregard to the principles of the Covenant or of the Pact of Paris.'

M. de Blanck (Cuba): "

I need scarcely add, therefore, as regards the question of sanctions (which, as has been said, have proved ineffective, and could only uselessly prolong the present economic and political crisis) that my country expects them to be raised as quickly as possible.

As regards reform of the Covenant, which is again being discussed, my Government, although it holds that the Covenant is an admirable instrument which only needs very slight modification, but more obedience to its principles, and that the resources it provides have so far only been used to a very slight extent and in an uncertain manner, is nevertheless ready to examine any suggestion of value. Until international life has developed on lines satisfactory to every country, and until the League of Nations has become universal, and furthermore, in order that the justice administered at Geneva may not be incomplete and that the League may not have to meet with further setbacks, my Government wonders whether the League should not confine itself, as it did until a short time ago, to carrying out only the policy it followed for many years—that of conciliation. If it did not seek to do too much, this policy would no doubt help to strengthen with its growing moral force, to uphold

and perpetuate that clear faith—which the Covenant seems to epitomise—that definition which the ancient jurists gave to justice such as we all desire it for each other: A constant will to give every man his rights.

M. Zaldumbide (Ecuador): "

My Government, which was the first to declare that the sanctions proclaimed against Italy were no longer justified, since Italy, in response to the League's appeal, had declared herself ready to enter upon negotiations for peace, cannot but rejoice at the movement which has put an end to these measures; for there was a danger that they might have become solely punitive, and that the Covenant never intended them to be. It repeats its ardent hope that this improvement in a situation which had become untenable may prepare the way for mutual understanding for the attainment of lasting peace.

My Government regards the declaration made at Washington on August 3rd, 1932, and also the Treaty of Rio de Janeiro, of October 10th 1933, as fundamental instruments, enjoining upon it the duty of proclaiming on this occasion its devotion to the principles of law and to the international guarantees which protect the territorial integrity of States.

With regard to the reforms of the League which this crisis has suggested to various Governments, my country holds that, if the League is to benefit by this experience, we should accept such reforms as would enable us to advance along the path opened up by the Covenant itself, in its present form, in the direction of regional agreements between countries whose community of interests and common destinies would ensure greater effectiveness in joint action, and, as regards the consequences of such action, a more natural distribution of the responsibilities assumed with full knowledge of the facts.

Although sincerely desirous of collaborating in any measure which would promote conciliation and peace in no matter what part of the world—peace being a universal blessing—my Government does not think that the abstract conception of the universality of principles is enough to induce far distant countries to intervene, at moments of crisis, in remote disputes, that would be doubly foreign to them, and the consequences of which they would feel while being unable to remedy the causes, which would escape them.

Just as, at the time of the Chaco dispute, you willingly relied upon us to settle that dispute among ourselves—which we did without going outside the framework of the League—so also it should be permissible for us now to rely upon Europe to settle, in the supreme interest of peace and for the greater advantage of the League itself, the situation in which Europe now finds itself.

The world's most urgent and vital need is peace in Europe. Our civilisation itself depends on it. Perhaps there is reason to hope that the very complexity of the situation will provide the elements of a solution compatible with justice.

M. Koht (Norway): “

Our efforts have not achieved the purpose we had in view. That means a defeat for us all, and we might perhaps say that it is a humiliation for the League. But we have no reason to be ashamed of admitting that we have been beaten. But it would be a shameful humiliation if, when accepting defeat, we lowered ourselves to admitting, that the ideal we had before us was false. Every nation has its honour: and the League of Nations too has its honour to defend. It would be unworthy of our Assembly to recommend the raising of sanctions without proclaiming aloud that our action, undertaken to arrest the war, was based upon fair considerations and sacred duties. If, at this moment of defeat, we failed to recall calmly and without hatred the facts we noted and the decisions we took last year, that would be tantamount to adding moral defeat to material defeat, and the League of Nations could never survive.

Nevertheless, you cannot fail to have observed that these assurances and proofs of loyalty have had reference more especially to a particular article of the Covenant, which is, indeed, the article most bristling with difficulties: I refer to the famous Article 16, that deals with sanctions. But this article is in reality only the last stone in the great structure of the League. It deals with a case in which war has already broken out, and it leads in the final analysis to the taking of military measures—that is to say, to a war conducted by the League of Nations itself.

Now, nothing can be more certain than this, that the League of Nations was not founded to wage war; it was created as an instrument of peace, and it is as such that it should be maintained.

It is, therefore, important to demand, in the first place, that loyalty should be shown to the Covenant in respect of all those provisions which relate more especially to the safeguarding and organising of international peace; and if we look around us in the political world, I think we shall immediately agree in recognising that the greatest danger of war which exists at the present moment is the armaments race in which all nations are at present engaged. These increases of armaments are directly contrary to Article 8 of the Covenant, which imposes upon the Members of the League a categorical obligation to reduce their armaments.

It is useless to conceal the menace which might lurk in such regional pacts—that is to say, the possibility of their turning into military alliances. And if we do not wish to see the League of Nations take the form of a grand military alliance, all the less can we desire to witness the formation of regional groups of this kind within the League itself.

But I desire, in this connection, to draw your attention to the hitherto unused opportunities which are offered by Article 19 for the prevention of future conflicts.

This article, which opens the door to an examination by the League of all those ‘international conditions whose continuance might endanger the peace of the world’—to use the

terms of the Covenant—has often been viewed with fear and mistrust because it has been regarded more especially as a starting-point for radical revision. I think, on the contrary, that it should be regarded as a very useful safety device, and even revision itself is, after all, not so much a thing to be feared. During the last few days, in fact, a start has been made upon the peaceful revision of the treaties concerning the demilitarisation of the Straits. Moreover, if readiness had been shown to act in good time, in accordance with the recommendation contained in this article, it might have proved possible to avoid the deplorable violations of treaties by Germany.

None can doubt that in several areas of the world at present there are international situations pregnant with the danger of disputes, and even of war, which call for examination on impartial and conciliatory lines for the sake of universal peace.

A recent communication from seven nations represented here stated, with reference to Article 16 and sanctions, that, so long as the Covenant as a whole is applied incompletely and without consistency, we are obliged to take account of this fact in the enforcement of that article. That does not mean that we desire to see Article 16 struck out of the Covenant: on the contrary, it means that we desire to strengthen the operation of all articles of the Covenant which are directed to the establishment of a real international society based upon law, so that coercive sanctions may be put into operation with the certainty that they will be effective, or—what would be infinitely preferable—that they may become superfluous.

M. Yvon Delbos (France): “

As the outcome of the setback which the League has just sustained, a serious doubt has entered men's minds as to its possibilities of action, and that is one of the causes—perhaps the principal cause—of the general feeling of disquiet.

Is it surprising, however, that an edifice so complex as collective security cannot be built in a day, that the world cannot pass by a sudden mutation, from the reign of force to the reign of justice?

If, in the painful drama of the past few months, the League has sustained a setback, it is because the weapons of the Covenant have not been used with their full effectiveness by a community which still lacks the skill to wield them. It is not the fault of the Covenant; the Covenant deserves our full confidence in its principles and in its virtues.

France rejects in advance any proposal that would impair the structure or the spirit of the Covenant. There can be no question of transforming its bases, but only of strengthening it by improving its application.

It would in particular be a serious mistake to compromise this principle of universality. Though the interests and aspirations peculiar to each continent must be taken into account, nothing could be more unwise than to separate them. Each of them may, moreover, consider its own particular task through organs such as the Commission for European Union or the Pan-

American Union, but without breaking the ties that should unite the community of peoples.

But the surest way of destroying universality would be to claim to ensure it better by whittling down the character and the scope of the obligations imposed by the Covenant. The League of Nations would become a mere vain name if, on the pretext of better upholding it or of extending it, the essential principles of responsibility and collective action which are embodied in the Covenant were sacrificed. To reduce the League's rôle to a purely consultative one would be to deal it the severest of blows. It is for that reason, above all, that we regard with mistrust plans of reform which would modify the text, because here the letter is the guardian of the spirit.

The French delegation will therefore not propose any fundamental amendment to the Covenant; indeed it will not propose any amendment at all, because it does not want to call into question any of its principles and thereby to weaken both its influence and its action.

But our efforts should be directed towards evolving a practical method of strengthening the effectiveness of the Covenant. We must take realities as our starting-point; realities of politics and of national psychology, realities of geography and of national interest.

One important result would be achieved if the Assembly in September were able to adopt resolutions enabling every State to know more exactly on what support it might count from the collectivity of nations.

Our immediate action must therefore bear upon the conditions governing preventive action and those governing punitive action by the League. Article 11, Article 16, those are the provisions of the Covenant for the application of which the next ordinary session of the Assembly should, in our opinion, adopt decisive interpretations.

Let us first take Article 11. The Covenant places upon the Council, in the event of a threat of war, the duty of taking any action that may be deemed wise and effectual to safeguard the peace of nations. But the legal practice in virtue of which any decision taken must—apart from specified exceptions—be unanimous has here led to the most singular consequences. For any State threatening peace can by its vote hold up all pacific action. That is a paradox, an absurdity that has long ago been denounced and to which more than a year ago a Committee of the Council vainly sought to put an end.

The French Government, however, does not attack the unanimity rule in general; it does not forget that the League of Nations respects the sovereignty of States. Moreover, the assent of those concerned is essential when there is a proposal to take measures which have to be applied upon their own territory or which, in any case, call for their collaboration. But, if efforts at conciliation should fail, the pacific action of the Council must not be paralysed by the attitude of the one already contemplating aggression. It is important that the Council should be able to place every obstacle in the way of the approaching war, and its action should not be made subject to the vote of the State that wishes to provoke war.

The French Government refuses to believe that an over-formalism should have the effect of

depriving Article 11 of all real efficacy.

The authors of the Covenant laid down in Article 16 the principles of punitive collective action. Of those principles nothing, in our opinion, should be abolished. The French Government considers that the obligation to establish general solidarity in its economic and financial form, as embodied in paragraph 1, should be maintained; so also the Council's right to make recommendations of a military character, as is provided for in paragraph 2, should also be maintained; and so, finally, should the principles of mutual support embodied in paragraph 3.

But we must profit from the lessons of experience. We know to-day that, to stop a war, it is vain to count upon the exclusive employment of measures of an economic and financial character. We know that graduated sanctions will most frequently prove ineffective, that we cannot make concessions to war, that we cannot hope that the length of a conflict will enable us to overcome it. It is at the very outset of aggression that the community must assume its responsibilities, take its decisions, decide upon their application. It is at the very outset that it must set in motion the whole of the means available, including the means of force that are at its disposal.

Our urgent duty is, therefore, to seek the methods best calculated to bring into closer relationship within the application of the Covenant those measures which are intended for the exertion of economic and financial pressure and those which are devoted to the use of military means. In our view, it is in the organisation of new regional understandings or in the tightening-up of those which already exist, that a solution may be found. By regional understandings we mean understandings between any group of Powers whose union is based upon geographical situation or upon a community of interests.

With such a system, nations will know exactly on what support they can count in all cases—regional support made definite and strengthened, to which there would be superimposed the obligations of the international community as defined by the Covenant.

Those are the remedies which, in our view, are called for by the present situation.

But we must attempt what is the most urgent, and that is to restore to the nations confidence in the machinery for security which it was the object of the Covenant to provide.

In order to proceed rapidly, the French delegation therefore proposes that a decision should be taken at once to the effect that the Governments of States Members should be invited to forward to the Secretary-General, by August 15th at latest, any observations or proposals which they think should be submitted with a view to the more effective application of Articles 11 and 16.

We ask that, by whatever method may be deemed appropriate, there should be a first study of these observations and proposals with a view to the preparation of a report for submission to the September session. The forthcoming Assembly would thus be in a position to embark upon an orderly and methodical discussion of the articles in question, and could, before separating, adopt resolutions defining the conditions for the application of those articles. In that way, we should

reduce to a minimum a period of uncertainty the protraction of which would only enhance existing dangers.

It is by the clearness of its votes, by the rapidity of its decisions, that at the present moment the League may best give proof of its vitality and of its determination to overcome the crisis in confidence from which it is suffering. That is the task which we invite the Assembly to take in hand.'

M. Tudela (Peru) : "

The Leticia dispute, like the Chaco dispute, shows that the universality of the League's action is subject to factors that must be taken into account precisely because of those characteristic features which differentiate international American problems from international European problems.

Indeed, just as the former are simplified through the existence of the American juridical tradition, so are the second complicated by political and ethnical backgrounds and also by economic, geographical and colonial interests. It is not surprising, therefore, that, during the negotiations for a settlement of the Leticia and Chaco disputes within the League, the tendency developed for the settlement to be left to and the rules of the Covenant to be applied through, the mediating action, more or less accentuated, of adjacent or neighbouring States whose interests were affected by the consequences of those conflicts. This tendency became a real doctrine during the Chaco conflict, when declarations were made by the representatives of the great European Powers, those very Powers who to-day are most concerned with the East African conflict.

My Government has made certain fundamental declarations with regard to the problem now before the Assembly, and has given its opinion in favour of raising the sanctions that were imposed on Italy, as it considers that, according to Article 16 of the Covenant, those sanctions are henceforth without any object.

Being animated by a spirit which is at once doctrinaire and realist, Peru maintains her adherence to the League, and will collaborate in any efforts for its improvement, taking due account of the universality of its action and of regional interests which impose limitations on undertakings and responsibilities devolving from the Covenant."

M. Parra Perez (Venezuela) : "

"There is, however, one question on which most of the delegations have already spoken—the question of the sanctions that have been adopted with regard to Italy. I have to say that my Government also notes that the application of sanctions has become useless and they should be discontinued."

M. Costadu Rels (Bolivia) : "

After recent events in Africa, the consequences of which will influence world politics for a long time to come, the question is whether the League of Nations can still freely play its conciliatory and salutary part, whether the League is a reality or simply an unsubstantial bulwark, and whether what remains is worth more than what has been destroyed. Yet in the political conception of the Covenant there lies an idea, and there is also a means of execution. The means has undeniably failed ; but all the views that have been voiced from

this platform show that, in spite of everything, the idea still lives and remains intact.

The League does not, therefore, rest upon a theory ; it is a genuine necessity. The transient errors of some, the unenlightened self-interest of others, cannot plunge the world again into a new phase of moral and material confusion which would be incompatible with the very existence of civilisation.

The Chaco dispute still remains, however. Time, instead of attenuating it, may suddenly accentuate it again. Accordingly, we cannot emphasise too strongly the guiding principles which govern any solution. These are the very principles that the Argentine Government has enumerated as being the pillars on which the whole of American policy rests—that is to say, the principle of the legal *uti possidetis* arbitration and non-recognition of the acquisition of territories by force.

Reference has been made here to the possibility of a mass withdrawal of the American nations from Geneva. The world has shrunk too considerably in recent times to be weakened still further by the isolation of continents on the ground that faith has been disappointed. I know there are certain dissolving forces at work engaged in the work of disintegration, sowing panic, arousing pessimism, deepening discouragement. But that is a kind of defeatism of peace which may prove more harmful to those who propagate it than to those who have to bear it. To destroy is easy ; but what are we being offered in exchange ?

Relations between State and State are only relations of interest. Juridical relations are, in their essence, the relations between constituent members of a society. To establish a legal order, an order of law, amounts in practice to the static establishment of a particular social system. The social relationship is, therefore, not a relationship between State and State, but between a State and a purpose, and, through that purpose, between State and State. This purpose, this idea, which has been welded into a reality in the crucible of the League Covenant, represents one of the finest achievements of the world conscience. That is why, whatever may be thought and whatever may be said, notwithstanding the difficulties of the hour, Geneva will continue essentially to act as a catalytic force upon the ideals of humanity.

We fully realise the grave difficulties which are entailed in bringing into harmony principles and realities. Realities to-day, it is true, have great importance in relation to our future decisions ; but it must not be forgotten that principles will to-morrow be the magic starting-point for a great movement of recovery and further advance.

If it is true that the world does not live upon words but upon acts, then we must remember that peace, and lasting peace, is based, not only upon written principles, but upon applied principles."

Mlle. Hesselgren : "As an expression of the feeling of women in many parts of the world, I want to say a few words.

The Covenant gives to women the right to take part in the work of the League, and I wonder what vital question would not touch women as

well as men. Certainly this one does which we have now discussed for days.

I have been listening with the greatest interest to these fine and eloquent speeches, but I have found no ray of hope in them. Fifty nations give in to one aggressor. Fifty nations let a small Power, one of the Members of the League, fall to the ground. However can we, after this, except that any small nation can have any hope for the future?

A few years ago the League of Nations asked for the collaboration of women. We answered by pleading, by millions all over the world, for disarmament. What was the result? Not disarmament, but rearmament all over the world.

Last autumn, fifty nations rose to help one of the small Members of the League against deadly aggression. We took hope. The League was, after all, a real protector. It had not shown itself so before, but now had come the time when it would show its strength, when we should learn that our homes and our children could be safe under its wings. And the result? Worse than nothing. The small nation which the League went out to help is wiped out, and belief in the League of Nations is shaken to its foundations.

You may say, as has been said here, that everything must be done so as not to let loose war on Europe, that for this aim it is meet that one country should die for all the others. Yes; but are you sure that you are not letting it loose just by giving in to the aggressor now? Every small country must, after this, ask itself when its time will come, and ask this with no hope in the strength of the League.

You are all thinking of this possibility. It has run like a red thread through every speech. Every one has seen the looming shadow of such an event. What are you going to do? How are you going to prevent its coming? Surely it must be by going to the very root of the evil. Try to find the very sources of unrest. Try to take every dispute in hand at once and effectively, and do not let month after month go by in futile discussions.

Prevention is now the only way, and the education of nations as well as of individuals to understand the latent power of goodwill. You want the collaboration of women. You can get it wholeheartedly if you work for peace by such means.

M. Bassols (Mexico): " "

We decided to offer a full and immediate application of the economic measures, including, in particular, the oil sanctions, aimed at preventing the conquest of Ethiopia. During the month of March, when it became obvious that the efficiency of sanctions was being compromised, in view of certain postponements arising out of the intricate web of the European political situation, Mexico as a member of the Committee of Eighteen issued a declaration in which it expressly declined to share the burden of the historical responsibilities resulting from a course which was fatally destined to lead to the position in which the League of Nations now finds itself.

We are not unmindful of the fact that the serious setback suffered by the system of collective security—although, in this case, it consists in the failure

of economic and financial sanctions—is not merely due to an isolated political phenomenon the total causes of which may simply be arrived at through an analysis—historical at best, at this stage—of the errors and imperfections, of the lack of enthusiasm and sincerity which, as a whole, have existed in the course of this first attempt to wield the weapon of collective international action. How much we wish that it might have been so! In that case, it would now simply be necessary to strengthen or improve certain details in the working of the machinery of sanctions with a view to consolidating once for all the system of collective security, of guaranteeing the peace of the world and of assuring to each man, woman and child that urgent and indispensable tranquillity to which reference has already been made here by the Prime Minister of France. But, unfortunately, the real causes of the desperate and profoundly disturbing situation in which the world now finds itself are much deeper and more complex. We cannot, after all, really believe that a visible step forward has been taken on the road to peaceful security in international life simply by suggesting or even adopting this or the other procedural amendment to the Covenant.

In the American countries, which are younger than those of Europe, which are isolated by an ocean and which live in relative ease considering the huge size of their respective territories, one views with a real sense of foreboding the maelstrom of military preparations, insoluble rivalries and forces of destruction in which other countries have become engulfed. We are not, I think, at all animated by feelings of arrogance if only because our own impotence is at least equal, if not greater than that of the leading European Powers, and because our economic and cultural resources are still of a modest order. Yet, the peoples of Latin America are now becoming aware that the whole problem of international relations does not merely involve or is predicated upon the personal failings of statesmen, mere deficiencies in national and international legislation or the existence of certain countries belligerent by nature as opposed to others peaceful by nature; but that there are elements, deeply rooted in contemporary society, which impel countries to war and divert scientific progress as well as economic development from their essential character of creative forces into what are merely tremendous weapons of technical barbarism.

Precisely because we are desirous of remaining here, animated by good faith, we are vitally interested in preventing the collapse of collective security and the ruin of the League of Nations. In this connection, we have carefully analysed the views expressed in the course of this Assembly; among which we find one that is worthy of the greatest attention. Around it, despite certain variations which are unessential, may be grouped the desires of those seeking to consolidate the structure of collective security and of guaranteeing, at least in the future, the maintenance of peace and respect for the fundamental rights recognised to its Members by the Covenant.

It is argued that special circumstances in the case of the Italian aggression against the Ethiopians have led to that failure of the League which we

are all now witnessing; and, further, that the inexperience and general lack of adequate preparation of all countries as regards an efficient application of sanctions, as well as vaster and more threatening dangers than have ever yet menaced the peace of the world, stands out as reasons which compel one to acknowledge the necessity—for the last time, we would add—of withholding, in an endeavour to reaffirm the independence of the Ethiopian people, such material and political forces as are now possessed by the States Members of the League of Nations. This conclusion is reached, it is still argued, when a realistic mind is focused on the immediate and inescapable panorama of the day-to-day flux and reflux of international politics in Europe. In face of the *fait accompli* an attempt is made to capitalise the experience of defeat—of still another defeat—by reorganising the forces and international institutions of all countries which are imbued with peaceful and truly civilising intentions, in order to prevent fresh disasters in a future pregnant with uncertainty and menace.

In the face of this solution, two voices have made themselves heard. On the one hand, the concrete and dramatic voice of the Ethiopians, who will suffer, with the stoic resignation of an age-long exploited race, one more affront in the course of history, and who whether present or no at this Assembly, shall endure as Banquo's ghost called to disturb the tranquility of Geneva's conscience.

But, on the other hand, there is the equally respectable voice, which likewise deserves our attention, of those who not only consider the specific facts which have called forth this Assembly, but who, more generally, view with suspicion and uncertainty the well-meaning attempt to reconstruct a system of international legal action upon the smoking remains of failure. They believe that the immediate present must necessarily exert its influence as a destructive germ upon all future efforts, and will constitute an internal, insoluble contradiction which, sooner or later, will destroy the vitality of the entire system.

Therefore, in each concrete step to be taken by Mexico within the League of Nations, whether the Italo-Ethiopian or any other question be involved, my Government will scrupulously endeavour not to depart from the obligations arising out of a straightforward interpretation of binding agreements.

My Government is convinced that one of the greatest wrongs which can be inflicted upon international life consists in the perpetuation, in our contemporary society, of a nomad-like attitude, of a lack of adjustment of international community life to binding rules and agreements which are clearly removed from the plane of mere discussion."

Following on this general debate, the President, on July 4th, read the report drawn up by the General Committee of the Assembly. At a previous meeting the Assembly had asked the General Committee to extract from the discussions on the Italo-Ethiopian conflict points that might be included in a draft text

for submission to the Assembly, and to study the two draft resolutions presented by the Ethiopian delegation.

In its report, the General Committee, in whose deliberations the Mexican delegation abstained from taking a part,* unanimously recommended the adoption of the following text:

I.

The Assembly,

1. Having met again on the initiative of the Government of the Argentine Republic, and in pursuance of the decision to adjourn its session taken on October 11th, 1935, in order to examine the situation arising out of the Italo-Ethiopian dispute;

2. Taking note of the communications and declarations which have been made to it on this subject;

3. Noting that various circumstances have prevented the full application of the Covenant of the League of Nations;

4. Remaining firmly attached to the principles of the Covenant, which are also expressed in other diplomatic instruments such as the declaration of the American States dated August 3rd, 1932, excluding the settlement of territorial questions by force;

5. Being desirous of strengthening the authority of the League of Nations by adapting the application of these principles to the lessons of experience;

6. Being convinced that it is necessary to strengthen the real effectiveness of the guarantees of security which the League affords to its Members;

Recommends that the Council

(a) Should invite the Governments of the Members of the League to send to the Secretary-General before September 1st, 1936, any proposals they may wish to make in order to improve in the spirit or within the limits laid down above, the application of the principles of the Covenant;

(b) Should instruct the Secretary-General to make a first examination and classification of these proposals;

(c) Should report to the Assembly at its next meeting on the state of the question.

* The Mexican delegation, realising the intentions of the great majority of countries represented in the Assembly, and not wishing to prevent by its vote unanimity in the Assembly as regards the adoption of resolutions and recommendations in connection with the conflict between Ethiopia and Italy, decided not to participate in the work of the League in regard to this dispute for such period as it considered desirable.

II.

The Assembly,

Taking note of the communications and declarations which have been made to it on the subject of the situation arising out of the Italo-Ethiopian dispute ;

Recalling the previous findings and decisions in connexion with this dispute ;

Recommends that the Co-ordination Committee should make all necessary proposals to the Governments in order to bring to an end the measures taken by them in execution of Article 16 of the Covenant.

In the opinion of the General Committee, this text in one of its points related taking into account the views expressed in the debate—to the question which formed the subject of the first draft resolution of the Ethiopian delegation, which read :

“ The Assembly recalls the terms of Articles X. and XVI. of the Covenant to which it declares its faithful adherence. Accordingly it proclaims that it will recognise no annexation obtained by force.”

As regards the second draft resolution of the Ethiopian delegation, the General Committee observed that a similar request had been made by the Ethiopian Government to the Council, and referred in this connection to the report by the Committee of Thirteen, of January 23rd, 1936, which had been approved by the Council. This second draft resolution read as follows :

“ The Assembly, desirous of affording Ethiopia the assistance to which Article XVI entitles it, in order that it may defend its territorial integrity and political independence, decides to recommend to the Governments of the States Members to give their guarantee to the loan to £10,000,000 which will be issued by Ethiopia under the conditions to be fixed by the Council after an opinion has been given by the Financial Committee of the League of Nations.”

Dedjazmatch Nassibu, delegate of Ethiopia, then made the following declaration :

On June 30th last, Ethiopia asked the fifty-two nations which had solemnly promised to help her in her resistance to aggression what they were willing to do for the Ethiopian people. Of the Great Powers that had guaranteed collective security to small States which may one day suffer the fate of Ethiopia, H.M. the Emperor asked what action they intended to take.

Filled with anxiety as to the fate of Ethiopia, a Member of the League of Nations, H.M. the Emperor asked you what answer he should take back to his people.

Many delegates have expressed their views on the Italian aggression in this Assembly.

The Ethiopian delegation has been deeply moved by the firm pronouncements of certain States, which have proclaimed not merely their fidelity to the principles of the Covenant, but, what is more important, their unshakable resolve to enforce those principles. In this hour of distress, the Ethiopian delegation expresses its infinite gratitude to them.

The Ethiopian delegation has listened with bitter disappointment to the declarations of other Governments, which thought that they could fulfil all their obligations by recording the failure of the action taken, recommending resignation to the *fait accompli*, and proposing to enquire into the best means of putting a stop to future aggressions. Does that mean that, in the case of the present aggression, the advice of those Powers is that it should be looked upon as regrettable, but irreparable ?

The Ethiopian Government has frequently denounced to the League of Nations the bargain proposed by the aggressor—that he would not consent to collaborate in the settlement of European affairs unless his victim were abandoned. The terms of that bargain are now being vigorously urged by the Italian Government in unofficial statements which leave no room for misconstruction.

Such is the true situation, which no subtlety, no manoeuvring, can conceal from the Assembly.

On July 3rd last, the Ethiopian Government laid before the President of the Assembly two draft resolutions, the definite object of which was to allow each of the Members of the Assembly to assume responsibility, by means of a formal vote, frankly, loyally, without ambiguity or tricks of language, for its attitude before the world and before history.

The draft text prepared by the General Committee and unanimously recommended by it to the Assembly does not appear to the Ethiopia delegation to provide such an opportunity. A draft text consisting of a brief statement of reasons, recalling in vague and indefinite terms the events which have occurred and the principles of the Covenant, concludes, for reasons which the Ethiopian delegation fails to understand, not with draft resolutions but with proposals for a recommendation.

The Ethiopian delegation cannot believe that this form has been chosen to evade by subtleties of procedure the categorical decisions which it has asked the Assembly to take.

The Ethiopian delegation energetically maintains the two draft resolutions it has submitted. It ignores the subtleties of procedure the effect

of which would be to obtain a vague and ambiguous vote.

What Ethiopia claims as her right, at this tragic hour of her destiny, is a categorical verdict and not a sentence of death by an implied recommendation, cleverly drafted in terms which, while abandoning the victim to its aggressor, seems to apologise to that aggressor and only affirms respect for the principles of the Covenant in order to save the League's face.

Are the principles of the Covenant bending reeds on which certain "sacred egoisms" can lean until these principles give way?

What Ethiopia asks the Assembly is to express its opinion by an unambiguous vote.

Does the Assembly confirm, yes or no, its unanimous vote of October, 1935, declaring that the Italian Government had committed an unjustified aggression against Ethiopia?

Does the Assembly confirm, yes or no, its determination not to recognise the annexation of a territory obtained by force, in violation of the treaties and of the Covenant, at a time when not only has Ethiopian resistance not been broken but more than half Ethiopian territory remains outside Italian domination?

Does the Assembly confirm, yes or no, its determination, in default of the economic and financial measures whose ineffectiveness is now affirmed, after recording and estimating their considerable results a few weeks ago, to grant Ethiopia the victim of aggression, another form of assistance?

This is what the Ethiopian delegation asks while maintaining its draft resolutions. It expressly demands that they should be discussed, in order that an explicit vote on each of these resolutions may provide the Ethiopian people with the honest reply to which it is entitled.

After M. Solis (Panama) and M. Te Water (South Africa) had explained their reasons for not wishing to vote on the draft text presented by the General Committee, and after Mr. Massey (Canada) and M. Turbay (Colombia) had made brief declarations, the President proposed that the Assembly should first vote on the draft text of the General Committee, which was an organ of the Assembly. He added that he had been approached by the Ethiopian delegation with a request that priority should be given to its resolutions. The Assembly agreed to vote first on the text prepared by the General Committee which it adopted by forty-nine votes to one with four abstentions.

The President having considered, with the Assembly's assent, that the vote on the General Committee's text covered the point raised in the first Ethiopian draft resolution, the Assembly then rejected the second draft resolution by twenty-three votes to one with twenty-five abstentions.

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On the proposal of the General Committee, the Assembly decided to postpone the opening of its seventeenth ordinary session from September 7th to September 21st, 1936.

* * *

The President then made the following speech:

The President,
Ladies and Gentlemen,

I. In formulating and adopting the recommendations which have just been voted almost unanimously, your Assembly has brought the League of Nations through one of the darkest and narrowest defiles which it has encountered on its path since its creation.

Tradition would have your President congratulate you on the issue of such a debate and emphasise the spirit of goodwill and civic courage you have had to display in performing your task. But I think that such words would be out of place in the atmosphere in which this meeting has taken place.

You have had the most difficult and ungrateful task possible to perform.

When I learnt at Brussels that certain delegations were doing me the honour of speaking of me as a possible candidate for the Presidency, I had a moment of hesitation and almost of discouragement. I was aware of the difficulty of the work which had to be done; I foresaw its bitterness. The task which I was accomplishing at that time in my country gave me a reason which would have enabled me to decline in advance the honour which was to be offered me, and I will not disguise the fact that I was strongly tempted to do so. But I pulled myself together. For a long time past I have reposed great confidence in the League of Nations. My country has always understood the significance, for the present indeed, but even more for the future, of the gradual development of the ideas of justice, organisation and law which is contained in germ in the League of Nations and which it will one day undoubtedly achieve. I realised that I should be evading a duty if I did not accept, and I came here to share your responsibilities and difficulties, and eventually I hope, the final issue of your efforts.

But I hope I shall be allowed to say—and I am sure I am speaking for a great many of you—that in the course of these debates, we have sometimes envied those who, having no responsibilities to shoulder, were at liberty to follow, in expressing their ideas regarding the League of Nations and the problems of the day, not the hard exigencies of the facts, but the rigid logic of their minds, and could give free rein to their sentiments.

II. However that may be, you have succeeded in avoiding the two perils which threatened the League. The first of these dangers was to give way to discouragement under the burden of failure and to abandon the struggle. In acting in this way, you would have sacrificed your goal, for the sole reason that one of the means by which it was endeavoured to obtain it, had not immediately given the result hoped for. You have done well to ward off this danger resolutely.

The other danger would have been to gloss over the failure and its consequences, and to go on as if nothing had happened. I have no doubt that this would have meant the irrevocable condemnation, in the near future, of the work already done and of the work now in progress.

You have thus had the difficult courage to look realities in the face, and you have decided to draw the logical conclusions therefrom for to-morrow and for the more distant future.

III. In order to clear the atmosphere in which the preparatory work for the adjustments recognised as necessary will be carried on, I ask your permission to emphasise, in my personal capacity, certain of the preoccupations which have come up in the course of this debate.

No attempt has been made to conceal the fact that the League of Nations has suffered a setback and a serious one. The word has I think occurred several times in each of the speeches made, and it is well that this should be so.

But without wishing to minimise its importance, it should not be too much exaggerated; a setback is not a mistake and still less a defeat; what we must prevent at all costs is that the setback should become a defeat.

While it is justifiable and true to speak of the failure of the League's action in regard to one of its Members, it is perhaps necessary to take up a more qualified attitude in speaking of economic and financial sanctions. It is true that sanctions have not saved Ethiopia. But this does not mean that they did not help her

in her struggle. They did not constitute a decisive factor, sufficient in itself, to permit the League to achieve the aims it was pursuing. But, Gentlemen, I fail to understand the surprise which this has caused in certain quarters. When you decided last October that the collective action of the League should be confined to economic and financial measures, was it not evident that you also limited the possibilities of gaining control of the situation? You acted in this way indeed for imperative and unavoidable reasons, and, in fact, because it would have been impossible to do more; but that meant that the League accepted the idea of affording one of its Members who was threatened an important degree of assistance, calculated in any case to help it to a great extent, but not necessarily decisive assistance and likely to guarantee it against all perils in all eventualities. It is only too obvious that measures of a negative character in the economic and financial sphere cannot take the place of guns, tanks or aeroplanes on one side, or do away with them on the other. . . . And yet, Gentlemen, who among you—if by the malice of fate he was to find himself one day in a situation like that of Ethiopia—would not be glad, in default of something better, to see economic and financial sanctions applied to his aggressor by fifty countries? It is, alas, from this realistic and pragmatism aspect that we must consider the situation; viewed from this angle, sanctions have worked to the extent to which it was possible for them to do so, and they have given the results which could have been expected of them.

I do not say that the decisions might not have been taken more speedily or have had a wider scope; but it is easy to find fault afterwards; to judge those who have acted at a given moment, care must always be taken to visualise the difficulties of the moment when the decision was taken, and not to make use of knowledge which was only obtained subsequently.

Be that as it may, it is certain—and this is an item on the credit side—that the decisions taken were applied loyally and simultaneously and that on this occasion a new spirit manifested itself in the sphere of international relations. If future opponents found themselves in less unequal conditions, none can say that the important element represented by the imposition of economic and financial sanctions might not, unlike what has happened this time, become a decisive factor and change the outcome of the war.

IV. Such considerations, gentlemen, are not without value for the future. That is why I have thought it my duty to make them. But we understand that they are not enough to comfort or satisfy the Member of our League whom we have failed to protect.

Nevertheless, I do not consider that all the criticisms—however understandable—which have been by implication brought against us, are deserved. I have, in so far as I myself and my country are concerned, once more searched my own conscience. I believe that many of you, were you to do the same, would reach the same conclusions as ourselves. We have, indeed, faithfully applied the rules of collective security; we have unhesitatingly borne our share to the full extent of our undertakings in all the collective measures which the League has proposed. In so doing my country has been obliged to make very heavy sacrifices and to put forth a very great effort. It has been obliged to run the grave risk of compromising the close and valuable relations of both a sentimental and cultural nature which it has long maintained with a great and friendly country. In this way it has been obliged to run the risk, in the strangely troubled Europe of to-day, of weakening an international political position in which the first threats are often directed against itself. In the economic sphere, at the very time when it was itself straining every nerve to throw off the effects of the depression, it voluntarily severed its relations with a valuable market. And all that it has done without hesitation and with the utmost scrupulousness; it is conscious of having assisted to the full extent of its ability, in a matter in which it had itself no direct interest, a Member of the League who was in difficulties.

I may be permitted to add that the responsible leaders, who took upon themselves to urge their countries to comply strictly with the collective measures enacted by the League, have borne their personal share of the difficulties of the situation. In many cases they have been obliged to put aside their own deepest feelings and have frequently laid themselves open, as regards important sections of their public opinion, to criticisms which however undeserved were frequently difficult to bear.

Such being the case, I believe that those amongst us who have acted in this way can, even after what has taken place, claim that their conscience is clear: they have contributed to the work which we are here attempting to further, everything which it was in their power to give.

V. In these circumstances we can turn to the future with less misgiving and with a firmer resolution. Had the action of the League achieved its purpose, an enormous step forward would have been taken along the road to international organisation. It nevertheless remains true that the effort has been made and the state of mind in which this was done must continue.

In dealing with this highly difficult and novel problem in which the League of Nations is still acting as a pioneer the decisions have been taken to all intents and purposes unanimously.

That, gentlemen, can give us confidence in the work of the next Assembly; that enables us to hope that the adjustments which have become necessary in order that in future the League's action may be at once effective and more elastic, will also be devised and adopted by the Members in a spirit of unanimity.

VI. To-day as yesterday, and to-morrow like to-day, our duty, gentlemen, our chief concern, must be the protection of peace. We are all within the shadow of the terrifying fact that the possibilities, the probabilities, of war are yet increasing as years go by. We must find a way to reverse this tendency.

Allow me to draw your attention once more to the dangers in this connexion of relying entirely upon political methods and neglecting economic considerations. That is a truism, but one which must be periodically repeated; though it is true that the political position exerts a direct and far-reaching influence on the course of business and economic activity in general, the reverse is no less true; and we all know only too well how far political difficulties and conflicts are influenced by economic disturbances.

At the present moment we are passing, in all parts of the world, through a curious economic phase. We feel that the worst of the depression is over. In a great many countries the revival is evident; but it is almost entirely confined to the home markets. The improvement of international economic relations is not nearly as great as it might be, as it ought to be and as it certainly would be if certain relatively easy adjustments were made which would impose no real sacrifice on anyone.

At the same time there are certain countries whose internal economic position remains difficult and even disturbing—for reasons moreover, which are in the main governed by considerations of foreign policy. This position contains within itself an increased danger of international difficulties. Such being the case, does not wisdom demand that the next Assembly

should extend the scope of its deliberations, and that without neglecting in any way that which must be done in the political sphere, it should again make a comprehensive and strenuous effort to set in motion an economic revival—the revival which is here close at hand and which appears to be awaiting nothing more than that men should make a gesture of goodwill?

You will all realise what a feeling of appeasement and relief would spread throughout the world if the nations again knew comfort and prosperity; if the peoples were content with their lot; if their minds no longer dwelt upon the danger points by which they are at present and have been all too long unfortunately obsessed.

VII. In conclusion, gentlemen, let me assert that the League of Nations must recover from this setback. It must continue its forward march. That is a matter not of sentiment, but of absolute necessity. Just imagine for one moment what would happen if this hope were not fulfilled, if the League of Nations were to succumb to the blows which have been dealt it. Let us try to picture what in this case would be the position in the world; you cannot escape the conclusion that the League of Nations is irreplaceable and that, such being the case, everything must be done not merely to secure its continued existence, but to revive its authority and to ensure that the principles for which it stands resume their forward progress.

How often have we seen an organism severely shaken by a grave setback, recover its strength in the hour of gravest danger and emerge from the crisis even stronger than before. It may be that in spite of the trials and difficulties with which we have met in the course of the present session, the words of hope with which I have nevertheless deemed proper to close your discussions, will not be thought out of place.

It is my hope that you all who, during the past few days have lived through moments of gloom, moments fraught with uncertainty, will again at your places in this Assembly on

the day when the League of Nations will have recovered confidence in itself and will have received from outside the help of living and solid support; when that day comes it will again see enthusiastic Assemblies, once more animated by the breath of idealism and borne up by the happy conviction that in the interests of world peace the ideal and reality have been successfully reconciled.

M. Cantilo (Argentine) paid a tribute to the President for his devotion, his lofty views and his tact.

The President then declared closed the sixteenth ordinary session of the Assembly.

* * *

On the same day, July 4th, the Council decided to carry out the Assembly's recommendations, and announced that, in view of the postponement of the Assembly's session, the ninety-third ordinary session of the Council would open on the 18th, instead of on the 4th September, 1936.

2. NOTICE OF WITHDRAWAL BY NICARAGUA.

The Government of Nicaragua informed the Secretary-General, in a letter dated June 26th, 1936, of its intention to withdraw from the League of Nations. The Government of Nicaragua stated in its communication that it would not fail to comply with the provisions of the last paragraph of Article 1 of the Treaty of Versailles as regards its international obligations to the League.

3. TREATY OF MUTUAL GUARANTEE BETWEEN GERMANY, FRANCE, GREAT BRITAIN AND ITALY, DONE AT LOCARNO, OCTOBER 16TH, 1925.

On June 26th, the President of the Council stated that he did not think the Council would be able to discuss in detail the question of the Locarno Treaty of Mutual Guarantee between Germany, Belgium, France, Great Britain and Italy. He added, however, that he might wish to consult the Council before the end of the session as to the procedure to be followed.

M. Delbos, representative of France, agreed with the President's remarks and the consideration of the question was accordingly adjourned.

III.—LEGAL AND CONSTITUTIONAL QUESTIONS.

I. DISCUSSION IN THE COUNCIL ON THE REFORM OF THE COVENANT.

When the Council was considering its Agenda on June 26th, the Chilean representative, M. Rivas Vicuña, said that he had been instructed by his Government to ask for the

inclusion of the question of the reform of the Covenant on the Agenda of the Council and possibly on that of the coming meeting of the Assembly or, in any case, that of the Ordinary Session of the Assembly next September. He explained that his Government appreciated

that so delicate an operation as the re-organisation of the first peace organisation ever established in the world called for further study; but it felt, at the same time, that it was essential to make a beginning at the earliest possible date.

In his view there arose two questions: one of procedure and the other of substance. As to the first, he wondered whether it would be possible to appoint a commission at once to study the reform of the Covenant or whether it would be preferable to open an enquiry to enable all States Members to express their views. As Chile attached the greatest importance to the universality of the League he proposed that the opinions of non-Member States should be obtained on this subject with a view to facilitating, as occasion might arise, their entry or re-entry into the League.

As to the reform of the Covenant itself, he would merely refer to the suggestions made by his Government to the chancelleries of the American States with a view to concluding a treaty for the maintenance of peace in America and suggest the desirability of restricting the field of conflict to the countries directly concerned and of putting an end to the system of world wars—military or economic—which the Covenant proposed as a sanction in the event of the violation of its provisions. Steps must, he said, be taken to enable some part of the human race to stand aside from such conflicts and maintain that reserve strength which it was essential, especially in the case of great disasters, to conserve for the restoration of progress and prosperity in the world.

Chile stood outside the development of European policy. She had no part in the discussions by which this was determined nor in agreements concluded outside the League. She had no desire to be a party to the consequences of actions which were independent of any steps she might take, and were liable to involve her, against her will, in sanguinary conflicts or world-wide economic struggles. So long as this situation continued, the Chilean Government reserved the right, pending a reform of the Covenant, to consider each dispute as it arose and to analyse the causes, effects and responsibilities involved before proceeding to the steps proposed by the Covenant in such cases.

M. Litvinoff (U.S.S.R.) said that he would have had nothing to say against the Chilean representative's suggestion if M. Rivas Vicuña had put forward definite ideas or made concrete proposals for the reform he contemplated.

It was open to any Member of the League to propose any modification in the Covenant, and the procedure was laid down in that instrument itself. But the Chilean representative's suggestion amounted to asking the Council to decide there and then that the League needed reform, without any idea as to how it was to be reformed. Before a house was rebuilt, there should be some architectural plan for the rebuilding. To destroy one's house without any idea of what it was going to look like when rebuilt was anything but a practical policy. It would be prejudicial to the political position of the League to pass a general resolution in favour of reform. M. Litvinoff was not sure that the League needed reform and until proof was forthcoming that it did, he proposed to reserve his attitude. Delegates would have an opportunity at the Assembly to explain what they felt about sanctions and the shortcomings of the League and to suggest the underlying reasons for these shortcomings. The result of that discussion might, or might not, be to show a need for reform.

As the Soviet representative saw the position, the League as it stood and the Covenant as it stood had not broken down. Even if there was reason to deplore the failure to make full use of all the weapons provided by the Covenant for the defence and protection of the independence of all States Members, he was not sure it followed that the League needed reform. But, in any case, no action should be taken until it was quite clear what direction the reform was to take, and what the League would look like after it was completed.

M. Titulesco (Roumania) declared that the moment it was decided that the twenty-six Articles in virtue of which the Council met were no more than expiring provisions, to be replaced by some provisions unknown, the League would be dead. And what was the situation in which it was suggested that the League should proclaim before the world the cessation of its authority? A situation which the whole world agreed was disturbing, a situation when no stone should be left unturned to prevent war from breaking out, and the only question was which solution was the more likely to maintain peace. In a word, the League was to be disarmed at the very moment when it was called upon to fulfil the mission for which it was constituted.

M. Titulesco asserted that the conclusion drawn from the manner in which sanctions had operated in the case of Italy, was far from convincing. For Roumania the application

of sanctions to Italy had been a painful experience. Such was the friendship the Roumanian people entertained for the Italian people that they had had to summon up all the political orthodoxy which his country had displayed to enforce the Covenant without flinching. Roumania had followed a direct line; but it was the direct line of the bullet which passed through the heart to reach its object.

With this experience of sanctions enforced against a friendly country such as Italy, a country which had the same affection for Roumania as Roumania had for Italy, M. Titulesco felt entitled to say that if sanctions had not been successful, it was not the fault of the Covenant. No one would forget those painful meetings when hours were spent in deciding whether copper was a raw material, or the difficulties that had arisen, in spite of his own opposition, in determining whether the Assembly resolutions of 1921 should still be enforced, whether sanctions could or could not be introduced progressively. He had always been of opinion that sanctions could not prove effective unless they were applied *in toto* and automatically, and that otherwise they ought not to be applied at all. To indict the Covenant because sanctions had not been achieved, instead of indicting the individuals concerned, was the height of injustice. Recent experience proved that it was not the Covenant but man who should be reformed.

The Chilean representative had spoken of the League's universality and at the same time of the necessity for localising war as far as possible. M. Titulesco pointed out that, at any rate within continents, there was an important principle known as the indivisibility of peace. He did not say that indivisibility should operate from continent to continent. But it did not follow that the principle must be abandoned merely because of the risk of precipitating war by encouraging aggressors to count on not being compelled to face and fight combined forces at a given moment.

M. Titulesco felt it was his duty, now that the question of the reform of the Covenant was raised, to put forward the principles which Roumania and the Little Entente would never forsake. The countries on behalf of which he spoke would agree to nothing that weakened the Covenant. On the contrary, they would accept any proposals for strengthening it and giving it more force, enabling the provisions of 1919 to operate more rapidly as a result of improvements in the machinery of individual decisions. They would never agree to any

exception to the principle of the equality of the nations. The League had introduced democracy into international affairs. All countries were now equal before the law. That was their present status. Roumania would never abandon the slightest part of the right she had acquired as the result of her sufferings in the Great War, and would never agree to having her future disposed of without her consent, or submit to decisions to which she was not a party.

M. Delbos (France) said that his Government had already made public its attitude towards the problem before the Council. He also, for the reasons stated by the Roumanian and U.S.S.R. representatives was far from holding the Covenant responsible for imperfections or shortcomings which could not properly be imputed to it. The French Government was alive to the grave danger of vague or unduly ambitious projects, conceived as remedies of existing defects, but of a nature that might imperil the whole structure. But there was everything to be gained from the study of modest but concrete and effective proposals, calculated to strengthen rather than weaken the principle and practice of collective security. He therefore asked the Council not to take an immediate decision which would preclude all possibility of considering concrete proposals which might be made at the next Assembly.

The President did not think that there was any fundamental divergence of opinion. The Chilean representative wished his motion included in the Agenda of the Council or of the next Assembly or of the Ordinary Session of the Assembly in September. All were agreed as to the extreme importance of the subject and most Members of the Council would, no doubt, have something to say about it when the Assembly met next week. The best course would be to await the discussions at the Assembly and then decide, in the light of those discussions, whether or not to come to a decision.

M. Monteiro (Portugal) observed that the representative of Chile had given expression to a feeling that seemed to be very general. A thorough reform of the League was necessary. The same opinion had been expressed by some of the highest governmental authorities of Europe. Everyone was convinced that the reform of the League would very shortly be carried through and such authority as still remained to it was based on that conviction. Failing reform, the League was dead. That was not the fault of the Covenant; it was the

fault of men. Men could not be reformed, but institutions could be changed in such a way as to adjust them to the possibilities of the present moment. He therefore agreed with the Chilean proposal.

M. Barcia (Spain) doubted whether it was wise to speak of the reform of the League and of the Covenant before being certain that such reform would be ratified. The problem was not the reform of the Covenant itself, but of the reform of action under the Covenant. He did not for the moment intend to reject either of the proposals that had been made; but he desired to draw the Council's attention to the need for careful consideration of the effect of the words used; for they were of exceptional importance.

The President gathered that neither the representative of Portugal nor the representative of Spain took exception to the procedure he had suggested, namely, postponement of the decision as to the inclusion of the question raised by the representative of Chile in the Council's Agenda, pending the discussion in the Assembly.

M. Beck (Poland) concurred in the President's proposals. In his view it would be impossible for the Council to discuss such grave problems during the present session, particularly just before a meeting at which all Members of the League would have an opportunity to express an opinion on them. The Council could not consider the procedure for dealing with any proposals that might be made until after the Assembly's meeting.

M. Rivas Vicuña (Chile) said that his Government had no desire to submit a concrete proposal; that was the worst course that could be adopted under the circumstances. It merely desired to raise a question of common concern for common consideration. He had pointed out two issues concerning the proposed reform. He had asked whether it was not desirable to consider the consequences of the present system, with the risk which it involved in connection with every dispute of provoking a world war, military or economic, and whether it was not better to limit the consequences of individual disputes to particular regions. Must the whole of humanity be involved in a great war, in a general catastrophe? Was it not better to reserve certain parts of the world with a view to subsequent recovery?

The world had had one war and now there was again talk of war. In spite of the provisions of the Covenant with regard to limitation of armaments, he wondered whether there was a single country, other than his own, which

had cut down its military strength. What was the meaning of this competition in armaments? That there was a danger of war and actually a desire for war was certain. Were those who lived far away from Europe and had no connection with the complications of that continent to be involved, by reason of the Covenant and the competition in armaments, in a conflict which was entirely foreign to them? That was a point for discussion. Did this proposal involve the weakening of the League or the diminution of its prestige? On the contrary. It embodied the choice between an ineffective League of Nations and a universal and effective one paying due regard to regional interests.

M. Rivas Vicuña said he had no criticism to make on any of the measures for which the Covenant provided. If they had not been better applied, if no military action was taken in the case of particular disputes, that was not the fault of Latin America which had no great armies or powerful navies. If the Covenant had not worked better than it did, Latin America was not responsible. He was perfectly ready to seek agreement with all his colleagues with a view to the organisation of peace on more effective lines, with all the advantages for which the Covenant was originally conceived, but at the same time with regard for regional interests. Such a study did not require any precise proposals. The text of the reforms would result from the discussion, in the course of which each Member would have the opportunity of stating his views. The issue at stake was the interests of the human race and the future of the League.

M. Rüstü Aras (Turkey) agreed with the President's suggestions on the subject of procedure. As regards the Covenant, he shared the Roumanian representative's views and the Spanish representative's anxieties. In spite of what had occurred, Governments must continue to have faith in the League. But an explanation must be given to the public of the facts which had occurred and as to how it was intended that the Covenant should operate in future. It was so elastic that it made anything possible. But the methods of its application by man must be studied.

It might be asked, for example, whether Article 8, although it appeared in the Covenant, still existed. The reduction and limitation of armaments had not been brought about because the method adopted had not been a good one. To achieve this aim, it was not sufficient to indulge in theoretical discussions in a Conference, but the Members of the League

must represent such strength that no single State should think it worth while to develop its own strength. In this way the armaments race would become useless. Only on this basis could the limitation of armaments be considered and the application of Article 8 usefully discussed. M. Rüstü Aras hoped that the League would emerge victorious from its present trials.

The President thanked the Chilean representative for the initiative he had taken and observed that the fact that it was possible for such a discussion to take place on the question of the adoption of the Agenda was surely evidence of the League's vitality and a good omen for the future.

The procedure proposed by the President was adopted by the Council.

2. ELECTION OF TWO JUDGES TO THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

On June 26th the Council decided, at the suggestion of the Secretary-General and subject to the Assembly's approval, to adjourn until its September ordinary session the consideration of the question of filling the two vacancies which had occurred among the judges of the Permanent Court of International Justice.*

On July 3rd the Assembly agreed to the adjournment of this question.

3. INTERNATIONAL ENGAGEMENTS. *Registration of Treaties.*

The treaties and international engagements registered by the Secretariat of the League during June include:

A Convention of Commerce and Navigation between Spain and Poland, with Final Protocol and Annexes (Madrid, December 14th, 1934) presented by Spain.

An additional convention to the Extradition Convention, concluded at Copenhagen, March 31st, 1873, between the United Kingdom and Denmark, signed at Copenhagen by Great Britain and Northern Ireland and Denmark October 15th, 1935, presented by Denmark.

A Trade Agreement between the United States of America and Canada, with Annexes (Washington, November 15th, 1935), presented by Canada.

A Convention between the Economic Union

of Belgium and Luxemburg and Bulgaria, for facilitating commercial exchanges and payments (Sofia, April 1st, 1936), presented by Bulgaria.

A general Convention of Payments between the Economic Union of Belgium and Luxemburg and Spain (Madrid, April 4th, 1936), presented by Spain.

A protocol between Estonia and Latvia, additional to the protocol of November 14th, 1932, completing the additional agreement to the provisional Economic Treaty between the two countries (Tallinn, December 7th, 1935), presented by Latvia.

A protocol between Estonia and Latvia, completing the Clearing Agreement of April 10th, 1935, between the two countries (Tallinn, December 7th, 1935), presented by Latvia.

A consular Convention between France and Latvia (Riga, January 20th, 1930), presented by Latvia.

A consular Convention between Czechoslovakia and the Union of Soviet Socialist Republics, with Final Protocol (Moscow, November 16th, 1935), presented by Czechoslovakia.

An exchange of notes between Spain and Chile, constituting an agreement regarding the prohibition of the exhibition of films considered as disparaging either of the two countries (Santiago, September 4th, 1935, and January 18th and February 18th, 1936), presented by Spain.

An exchange of notes between Spain and Peru, constituting an agreement regarding the prohibition of the exhibition of films likely to give offence to either of the contracting parties (Lima, March 2nd, 1936, and Barranco, March 5th, 1936), presented by Spain.

An Agreement between Germany and the Union of Soviet Socialist Republics, concerning the exchange of parcels by parcel post (Moscow, March 7th, 1935), presented by the U.S.S.R.

An exchange of notes between the United States of America and Colombia for the inauguration on January 1st, 1936, of the exchange of money orders between the two countries on the basis of the Money Order Agreement concluded between the Americas and Spain on November 10th, 1931 (Bogota and Washington, July 27th, 1935, and subsequent dates), presented by the United States of America.

IV.—SOCIAL AND HUMANITARIAN QUESTIONS.

TRAFFIC IN OPIUM.

(a) *Conference for the Suppression of the Illicit Traffic in Dangerous Drugs.*

On January 20th, 1936, the Council of the

League decided to summon a conference for the suppression of the illicit traffic in dangerous drugs.* This conference met at Geneva from June 8th to 26th under the presidency of M. Limburg (Netherlands).

* See Monthly Summary, Vol. XVI., No. 5, p. 133.

* See Monthly Summary, Vol. XVI., No. 1, p. 24.

Prior to the Council's decision, there had been a long period of preparatory work. In the campaign against the illicit traffic, the question of prosecution and adequate penalties had been in the minds of the authors of the International Opium Convention signed at The Hague on January 23rd, 1912, as is shown by Article 20 of that Convention. Article 28 of the Geneva Convention of 1925 was a sign of the same preoccupation. And the Conference of 1931, which drew up the Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs, declared, in Recommendation V. of the Final Act, that it was necessary, by means of an international agreement, to supplement the penalties provided for in the articles mentioned above. There was a further recommendation that, on the basis of the work undertaken by the Advisory Committee on the Traffic in Opium, a convention might be concluded with the least possible delay for the prosecution and punishment of breaches of the law relating to the manufacture of, trade in and possession of narcotic drugs.

In view of this recommendation, the Advisory Committee considered a draft convention which had been laid before it by the International Criminal Police Commission of Vienna. This draft followed the same general lines as the Convention of April 20th, 1929, on the suppression of counterfeiting currency.

The Council of the League, after twice submitting the draft to Governments, appointed a Committee of experts to undertake a further revision for the purpose of overcoming the difficulties pointed out by certain Governments and taking account of their suggestions. The Conference had before it the text as prepared by the Committee of experts in December, 1934. There were present at the Conference delegates from forty States, namely: Afghanistan, Austria, Brazil, United Kingdom of Great Britain and Northern Ireland, Bulgaria, Canada, Chile, China, Cuba, Czechoslovakia, Denmark, Ecuador, Egypt, France, Greece, Honduras, Hungary, India, Iraq, Irish Free State, Japan, Liechtenstein, United States of Mexico, Netherlands, Nicaragua, Norway, Panama, Peru, Poland, Portugal, Roumania, Siam, Spain, Switzerland, Turkey, United States of America, Union of Soviet Socialist Republics, Uruguay, Venezuela and Yugoslavia. Two other countries, Finland and Latvia, sent observers, and representatives of the International Criminal Police Commission were present in an advisory capacity as experts.

The Conference reached an agreement on a

convention which differs but little in principle from the draft submitted to it.

The essential clause of the Convention is Article 2, which provides that each of the High Contracting Parties agrees to make the necessary legislative provisions for severely punishing, particularly by imprisonment or other penalties of deprivation of liberty, a series of acts which may be regarded as falling within the general definition of the illicit traffic. Article 2 enumerates such acts in detail and covers manufacture, conversion, extraction, preparation, possession, offering, offering for sale, distribution, purchase, sale, delivery on any terms whatsoever, brokerage, despatch, despatch in transit, transport, importation and exportation of narcotic drugs.

Each of these acts shall, if committed in different countries, be considered as a distinct offence.

The same penalties are also provided for intentional participation in the offences specified, for conspiracy to commit any of such offences, for attempts and, subject to the conditions prescribed by national law, for preparatory acts.

Further, under Article 5, the Parties will make severely punishable contraventions of laws regulating cultivation, gathering and production with a view to obtaining narcotic drugs, in so far as such acts are regulated by their national laws.

Any narcotic drugs, as well as any substances and instruments intended for the commission of any of the above offences will be liable to confiscation.

The Convention also endeavours to prevent offenders from escaping prosecution and punishment for purely technical reasons, such as non-recognition by certain States of the principle of the extradition of nationals. Article 7 provides that nationals of such States who have returned to their own country after the commission abroad of any of the offences mentioned in Article 2 shall be punished in the same manner as if the offence had been committed on national territory.

Article 9 provides that all narcotic offences shall be deemed to be included as extradition crimes in any extradition treaty which has been or may hereafter be concluded between the Parties.

Provision is made in the Convention for a series of international administrative measures in order to facilitate its application and the prosecution and punishment of offenders. For instance, each Contracting Party is to set up a Central Office for the supervision and co-

ordination of all operations necessary to prevent the illicit traffic. It is laid down in Article 12 that among the duties of this Office shall be the communication of the following information to the other offices concerned :

- (a) particulars which would make it possible to carry out any investigations or operations relating to any transactions in progress ;
- (b) any particulars regarding the identity and the description of traffickers with a view to supervising their movements ;
- (c) discoveries of secret factories of narcotic drugs.

The Convention has a number of formal clauses similar to those contained in all conventions concluded under the auspices of the League.

The Final Act contains certain recommendations, the most important of which relates to Article 6 of The Hague Convention of 1912, which deals with the gradual and effective suppression of the manufacture of, internal trade in and use of prepared opium. Referring to that article, the Conference addressed an appeal to States to continue their efforts to bring about the suppression of opium smoking in the shortest possible time, and recommended that Governments which still permit the use of opium for other than medical or scientific purposes should, without undue delay, take effective action with a view to the abolition of such use.

A further recommendation urges Contracting Parties to create, where necessary, a specialised police service for the purpose of the convention.

The Convention of 1936 for the Suppression of the Illicit Traffic in Dangerous Drugs was signed on June 26th, 1936, by the delegates of the twenty-five following States : Austria, Brazil, United Kingdom, Canada, India, China, Cuba, Czechoslovakia, Denmark, Ecuador, Egypt, France, Greece, Japan, Mexico, Netherlands, Panama, Poland, Portugal, Roumania, Spain, Switzerland, Union of Soviet Socialist Republics, Uruguay and Venezuela.

(b) *Work of the Advisory Committee.*

The Advisory Committee on the Traffic in Opium and other Dangerous Drugs met at Geneva from May 18th to June 5th,* under the Chairmanship of Dr. Chodzko (Poland).

The Committee reviewed the position as regards the illicit traffic and the Annual Reports from Governments, and also made a study of three other problems of the greatest import-

ance : clandestine manufacture, the situation in the Far East, and the steps to be taken with a view to securing the limitation and control of raw materials by international agreement.

The following is a short summary of the Committee's work.

I. *Illicit Traffic.*

(a) *Clandestine Manufacture.*—A confidential memorandum was laid before the Committee by the Secretariat in regard to clandestine manufacture and the measures that might be adopted by Governments to prevent and detect it.

Once again the Committee had occasion to note that the illicit market for narcotics is at present mainly supplied from such manufacture. The quantities of drugs found in the illicit traffic that have been prepared in authorised factories are insignificant. Legitimate manufacture corresponds so closely to legitimate world requirements that there is no margin, or a very small one, for the illicit traffic. Traffickers, therefore, have to have recourse to clandestine factories and laboratories. The Committee observed, however, that considerable quantities of narcotics are passing into the illicit traffic from Japan, although no clandestine factory has been discovered in that country.

From 1929 to 1936 fifty-four clandestine factories or laboratories, mostly of small importance, were discovered and closed (Shanghai 21, Tientsin 5, Dairen 6, Hankow 1, Turkey 13, Bulgaria 1, France 4, Greece 2 and United States of America 1).

The seizures effected show that such factories exist in China, both north and south of the Great Wall, but no official confirmation has been received of this. The Committee therefore expressed the hope that the Chinese Government and the other Governments concerned would supply it with any information that they might obtain as to clandestine factories in the territories of China subject to their authority. It also decided to communicate the document prepared by the Secretariat to Governments for information and guidance, and to ask them to forward their observations.

(b) *Report of the Sub-Committee on Seizures.*—The Committee approved the report of its Sub-Committee on Seizures, which contains an account of the general trend of the illicit traffic and the channels which it follows.

The Sub-Committee first refers to the effectiveness of the present methods of combating the drug traffic, which have caused old-established and powerful gangs of traffickers to cease their operations.

* See Monthly Summary, Vol. XVI., No. 5, p. 143.

As regards the general trend of the traffic, the Sub-Committee pointed out that the principal markets were in the United States of America, Canada, China, India, other Far Eastern territories and Egypt. But it stated that, in general, the quantities seized were relatively small. Drugs in contraband enter the United States from the Atlantic and Pacific Coasts and, to a less extent, from the countries of Latin America. In Canada, the whole traffic seems to originate from the Far East. In China, supplies of heroin appear to come from Dairen. The clandestine factories which have been discovered at Shanghai, and employ in part raw drugs, apparently of Chinese origin, certainly supply the illicit traffic in China. In Egypt seizures of raw opium and hashish are frequent, but those of manufactured drugs less so.

(c) *Smuggling of Narcotic Drugs through the Post.*—Traffickers are still making use of the post for despatching illicit drugs in letters, books and newspapers.

The Secretariat's memorandum on this subject describes the measures taken by Governments and sums up the provisions of the postal conventions and arrangements as regards the despatch of drugs.

The Chinese representative announced the issue by his Government of a decree to provide for close co-operation between the postal authorities and the drug authorities in China.

(d) *Measures to Prevent the Use of Ocean-going Steamers for Illicit Traffic, and Supervision in the larger Sea Ports.*—In 1935 the Seizures Sub-Committee insisted on the necessity for a close watch over steamships and their passengers, both in ports of call and in terminal ports.

On this subject the representative of the United States expressed the opinion that co-operation between Governments, shipowners and workers' unions was necessary, and suggested a number of measures. For instance, shipping companies might be rendered responsible for drugs concealed in their vessels. Coastal patrols might be established, as well as a more careful inspection of passengers' baggage by the Customs; rewards might be given by Governments for the disclosure of information, etc. On the other hand, shipping companies might make black lists of members of the crew involved in cases of contraband; there might be an inspection of luggage brought on board by the crew, visitors might be supervised, etc. The Committee decided to forward the United States representative's suggestions to Governments.

A representative of the International Labour Office was consulted as to the measures that might be taken to secure the co-operation of seamen's representatives at the Maritime Conference to be held next October. The Committee considered that it was desirable that Governments and shipping companies should have the assistance of seamen's unions in suppressing contraband in narcotic drugs, and accordingly decided to communicate that part of its report dealing with this question to the International Labour Office.

(e) *Specialised Police Services to Combat the Illicit Traffic.*—The Assembly in 1935 expressed the conviction that specialised police services afforded the only means whereby Governments could detect and close clandestine drug factories * and effectively combat the illicit traffic, and requested the Advisory Committee to obtain information as to the number and character of the staff assigned to this class of work in different countries.

Forty-two Governments have replied, and their replies are summed up in a memorandum which was laid before the Committee.

The Spanish representative hoped that the Conference for the Suppression of the Illicit Traffic would make a recommendation in favour of the formation of specialised police forces in the various countries, and also suggested that the Committee should consider the possibility of organising interchanges of police officials, on the lines of the exchanges of health officials by public health authorities. This last suggestion was approved unanimously.

The Advisory Committee was informed that only the Council of the League could place the above proposal on the agenda of the Conference for the Suppression of the Illicit Traffic, but that the delegates to the Conference of any Government represented on the Committee might raise the question at the appropriate moment. The Committee decided that the Spanish representative's proposal should be specially mentioned in its report to the Council and that the memorandum on specialised police forces should be sent to Governments.

(f) *Forgery of Prescriptions.*—On a suggestion by the Mexican representative, the Committee instructed the Secretariat to look into the Annual Reports of Governments to see to what extent cases of illicit traffic are due to forgery of medical prescriptions.

(g) *Adulteration of Narcotic Drugs.*—The Committee has repeatedly observed that the

* See Monthly Summary, Vol. XV., No. 9, p. 222.

drugs discovered or offered for sale in the illicit traffic in several countries are adulterated or replaced by neutral or non-narcotic substances.

As such transactions cannot be regarded as ordinary cases of fraud, it adopted a resolution instructing the Secretariat to collect information on the matter and hold it at the disposal of the Conference for the Suppression of the Illicit Traffic, should the Conference desire to see it.

(h) *Imports and Exports of Acid Acetic Anhydride*.—Acid acetic anhydride is used in the manufacture of heroin and Governments were asked in 1934 to give figures of their imports and exports for the years 1931 to 1934 and thenceforward for each year.

Certain Governments have supplied this information; others stated they were unable to do so.

The Committee considered whether it was desirable to ask Governments to continue sending information; for several administrations pointed out the difficulties they encountered from the fact that acid acetic anhydride is used for the manufacture of other substances, such as aspirin, chemical wood pulp and certain pharmaceutical products.

After considering the report of the special Sub-Committee appointed to deal with the question, the Committee decided to warn Governments of the dangers that might arise from the use of acid acetic anhydride for the illicit manufacture of heroin, and instructed the Secretariat to continue its investigations with a view to discovering whether a special control of this product would render it possible to discover or prevent clandestine manufacture.

The Committee also decided to inform Governments that they were not obliged to give statistics of imports and exports of acetic anhydride.

(i) *Efficacy of the present Methods of Combating the Illicit Traffic*.—In view of statements given much prominence in the press, to the effect that the present system of combating the illicit traffic had broken down entirely, the Committee desired to refute such an assertion, taking its stand on actual facts.

The Committee considered that statistics of seizures in ports and on frontiers do not constitute an exact indication either of the success or of the failure of the present system, and that account must be taken of other results due to the intervention and preventive action of the police. The purpose of the police is not only to seize drugs, but further to prevent the illegal transactions by which they are placed

on the market. In many cases gangs of international traffickers have had to abandon their operations owing to arrests or other measures taken by the police.

On the other hand, the system of limitation and supervision prescribed by the Opium Conventions and effectively applied by Governments is resulting in a constant and progressive diminution of the manufacture, export and legitimate consumption of narcotics throughout the world since the year 1929. In these circumstances it will be possible further to define and intensify the campaign against the illicit traffic and to achieve results of which the Committee already sees encouraging signs.

Being in possession of all the facts and relying on previous experience, the Committee considers that the methods now employed in the illicit drug campaign have had a very appreciable effect and that this is due not only to international effort but also to the vigilance of the Governments and police authorities, who, during recent years, have been working in close collaboration.

But the Committee does not claim that the present system of supervision is so good as to be incapable of improvement, nor does it deny the usefulness of constructive criticism; it realises that further international co-operation is necessary as regards clandestine manufacture.

II. *Situation in the Far East.*

The alarming situation in China as regards narcotics caused much anxiety to the Committee. Opium is still produced in enormous quantities both North and South of the Great Wall, and there is widespread clandestine manufacture and illicit traffic. These are partly in the hands of foreigners, who are mainly Japanese nationals, being Koreans who benefit by ex-territorial jurisdiction and are only liable to light penalties. The Committee felt most strongly the seriousness of this situation and adopted a resolution to which further reference will be made.

(a) *Co-operation between China and the Treaty Powers in applying Chapter IV. of the Hague Convention*.—The Sub-Committee dealing with this question noted the information which had been received from Governments and from the authorities of the Concessions and Settlements in China as to the extent and character of the co-operation between China and the Treaty Powers, and adopted a report containing several suggestions put forward by the United States Government.

(b) *General Situation in China*.—During the consideration of the situation in the Far East,

important declarations were made, especially by the representatives of China, the United States of America and Japan.

The Chinese representative reminded the Committee that in May, 1935, the Central Political Committee of the Kuomintang had appointed General Chiang Kai-Shek as Inspector-General for the suppression of opium, with powers to take any measures necessary for the accomplishment of his task. The Inspector-General is assisted by two bodies: the Opium Suppression Supervisory Bureau at Hankow and the Central Commission for the Suppression of Opium, which has been working in Nanking since January, 1936. The Bureau controls the suppression of the transport and illicit sale of narcotic drugs and the transport and sale of opium for registered smokers. The Central Commission co-ordinates the work of suppression in the various provinces. It declared at the close of its first meeting in February, 1936, that the Government was resolved totally to suppress opium smoking within the prescribed period of six years. In twelve provinces the cultivation of the poppy is already prohibited and in seven others a scheme of progressive reduction is in course of application. Persons convicted of illicit cultivation may be punished with death. Opium from the provinces which are still authorised to cultivate the poppy is transported and sold under the direction of the Supervisory Bureau.

As regards manufactured drugs, 45 kilogrammes of morphine, 190 kilogrammes of heroin and 703 kilogrammes of narcotic pills were seized in 1935. Nine hundred and seventy persons were condemned to death for breaches of the narcotics laws. The Chinese representative added that the greatest difficulty encountered by his Government in the suppression of the illicit traffic lay in the privileged situation of foreign and especially Japanese nationals in Chinese territory.

The United States representative informed the Committee of the results of an enquiry undertaken by the American authorities in Chinese provinces with the co-operation of Chinese citizens. Whereas in twelve provinces production in 1935 had been nil, it had increased in certain others. The total output of opium was estimated at 12,261 metric tons at least, or more than 90 per cent. of the total world production. In this connection the American representative furnished information showing that in Yunnan cultivation was not only being maintained but even encouraged by the provincial authorities in districts where it was authorised, although it has ceased where it was prohibited.

In Manchuria and Jehol, moreover, it is said to be increasing by 6 per cent. annually and little or no effective measures are being taken to limit or suppress it. Clandestine manufacture of opium derivatives is described as "terrifying," more particularly in Manchuria and Jehol. The United States representative explained that this manufacture appeared to exist in all provinces of China except Kwangsi, Chekiang, Kiangsi, Sikiang, Chinghai, Kansu, Shensi, Anhui, Shansi, Ninghsia and Chahar. He specially emphasised the conditions obtaining in Hopeh, Tientsin, Peiping and Shanghai, for which Japanese and Korean traffickers were responsible, the very slight penalties provided by Japanese legislation being insufficient to prevent illicit traffic. He, therefore, suggested that a concentrated effort should be made to check the smuggling of cocaine from Japan and Formosa, the import of Iranian opium from whatever port of origin and the excessive production of opium within the country itself.

Mr. Lyall, assessor on the Committee, explained that as regards the single district of Chang-li, an area of about 800 square miles with 400,000 inhabitants, he had a list of 131 shops owned by Japanese and Koreans, in which morphine and heroin were sold. Other lists showed that there were 323 opium dens in Amoy and 319 in Foochow kept by Japanese subjects. Mr. Lyall emphasised that other foreigners were also concerned in the illicit traffic.

The Japanese representative stated that his Government was fully alive to the gravity of the situation in North China and was anxious to help in every possible way to remedy it. The establishment of consular police posts in Tientsin had done much to improve matters. On May 21st, 1935, the consular police had undertaken operations in the district of Chang-li and expelled 21 persons from the territory and closed two shops.

According to information received, close co-operation had been established between the gendarmerie and authorities in Kin-chow, the consular police, the Manchukuo police and those of the Mukden-Shanghai-kwan Railway to prevent the entry of undesirable persons into the zone in question. Careful enquiries had been instituted in this district in regard to suspects.

The Chinese representative said that the facts laid by the United States representative before the Committee showed that the measures taken in application of the plan for the gradual reduction and final suppression of poppy growing in China were proceeding according to the programme laid down. He admitted

that in districts where prohibition had not yet been introduced, the cultivation of the poppy was maintained, but he added that every effort would be made to prevent its increase. No commissioner from the Central Government had yet been despatched to such districts, for instance, to Yunnan province. Prohibition would, however, be extended to these districts in due course.

As a result of this discussion, the Opium Committee, considering that the appeal made by the Chinese representative for the collaboration of the Governments concerned with a view to putting an end to the illicit traffic, merited the practical support of Governments, recommended them to take every possible step to prevent their nationals from engaging in illicit traffic in China. It also earnestly appealed to the Japanese Government to continue and redouble its efforts to provide such penalties for the illicit traffic and clandestine manufacture as would act as effective deterrents wherever Japanese jurisdiction applies.

The Committee also noted with great satisfaction the measures already taken by the Chinese Government for suppressing clandestine manufacture and the illicit traffic in narcotic drugs in the territory under its control.

(c) *Situation in Japan.*—For some years past the Advisory Committee has had reason to suspect that there was an extensive traffic in cocaine and other drugs from Japan to the North American continent, India and other Far Eastern territories.

The Canadian and United States representatives furnished conclusive evidence of an organised traffic to these countries of drugs originating from Japan. The Japanese Government has been supplied with full details of this traffic.

The Committee observed, however, that the Japanese authorities had not yet been able to discover how these drugs had been diverted from authorised factories in Japan into the illicit traffic. It was again struck by the inadequacy of sentences passed by the Japanese courts.

The representative of Japan stated that at Kobe the police had arrested 26 persons who, apparently, formed the centre of an organisation of traffickers. An enquiry had been opened in regard to the use made for the illicit traffic of ships sailing from Kobe to the Pacific coast.

(d) *Situation in Macao.*—The Committee was informed that the Portuguese Government intended to reorganise entirely the monopoly system in Macao.

III. CONSIDERATION OF ANNUAL REPORTS FOR 1934.

The Committee received 141 annual reports of which 17 related to prepared opium. Forty-six were from sovereign States and 95 related to various territories.

(a) *Situation in Iran.*—The representative of Iran explained that the system of import certificates, while it had not been officially adopted by his Government, was applied in practice in the case of Europe and of certain Far Eastern countries. There were, however, certain areas in China which did not come under the control of the Central Chinese Government, and thus certain exports from Iran did not appear in the official Chinese import statistics. He added that his Government intended to ratify the Opium Conventions as soon as possible.

(b) *Stocks of Raw Opium in the Netherlands Indies.*—The Permanent Central Opium Board had mentioned the existence of excessive stocks of raw opium in the Netherlands Indies. The representative of the Netherlands Government stated that these stocks were the property of the Netherlands Indies Government and were entirely under its control. The export of raw opium was prohibited. Stocks were larger than usual, owing to a decrease in the consumption of prepared opium.

(c) *Prepared Opium.*—The Advisory Committee noted that the consumption of prepared opium was steadily decreasing in almost all countries, as evidenced by the sales of the Government monopolies.

IV. OPIUM CONVENTIONS.

(a) *Ratifications and Accessions.*—The Committee noted a further increase in the ratifications of Conventions.

In 1935, the Union of Soviet Socialist Republics acceded to the Geneva Convention of 1925. Fifty-three sovereign States are now parties to this instrument.

Nine further States have ratified the 1931 Convention, namely, Afghanistan, Denmark, Ecuador, Estonia, Japan, Luxemburg, New Zealand, Panama, and U.S.S.R.; the number of sovereign States parties to the 1931 Convention is now fifty-eight.

Six States are now parties to the Bangkok Agreement of 1931. Japan has still to ratify the agreement before it can come into force.

(b) *Results of the Application of the Opium Conventions.*—An examination of the progressive decrease of world manufacture of the three principal drugs, morphine, diacetylmorphine and cocaine during the period 1930–1934, shows

that manufacture reached its lowest point in 1934.

(In Kg.)	1930.	1931.	1932.
Morphine	38,634	30,457	27,580
Diacetylmorphine .	4,088	1,249	1,315
Cocaine	5,838	4,612	3,968
(In Kg.)	1933.	1934.	
Morphine	29,997	26,778	
Diacetylmorphine ..	1,347	1,114	
Cocaine	4,010	3,472	

A comparison of the quantities of the three drugs exported during the same period shows the same tendency towards a decrease. The following figures illustrate this tendency:

(In Kg.)	1930.	1931.	1932.
Morphine	2,618	1,922	1,760
Diacetylmorphine .	886	358	311
Cocaine	1,789	1,451	1,416
(In Kg.)	1933.	1934.	
Morphine	1,723	1,456	
Diacetylmorphine ..	328	243	
Cocaine	1,417	1,115	

World consumption of the three drugs appears to follow the general movement noticed in respect of manufacture and exports. The quantities consumed during the period 1932-1934 were as follows:

(In Kg.)	1932.	1933.	1934.
Morphine (as such)	7,255	7,410	6,810
Diacetylmorphine	1,257	1,135	1,019
Cocaine	3,542	3,409	3,209

It may be stated in a general way that the quantities legitimately manufactured by licensed firms came increasingly near, in respect of diacetylmorphine and cocaine, to the quantities necessary for legitimate consumption. As regards morphine, they are even lower than world requirements. These results, which the Committee considered very encouraging, justify the League's work and are a conclusive argument in favour of extending the system of international conventions to eliminate the clandestine manufacture and trade which seem at present to be the exclusive source of supply for illicit consumption.

(c) *Application of the Geneva Convention of 1925.*—The United States representative informed the Committee of the appearance of a new drug, desomorphine, and of his Government's intention to prohibit its manufacture, sale, distribution and use. The Committee considered that this drug came under the provisions of Article 11 of the Limitation Convention and decided to send the statement of the American representative with all relevant documents to the Health Committee and to the International Office of Public Health for

action, in accordance with the provisions of Article 10 of the 1925 Convention and Article 11 of the 1931 Convention. It was agreed that, on receiving the Health Committee's decision, the Advisory Committee would consider, if necessary, the adoption of a recommendation to Governments to prohibit entirely the manufacture, sale, distribution and use of desomorphine.

The Health Committee, having decided in October, 1935, that paracodeine, although not producing addiction, might nevertheless be transformed into a narcotic drug, the Committee considered that this substance should be placed under the same control as codeine. From a strictly legal point of view, however, neither the 1925 nor the 1931 Conventions are applicable to this drug. Moreover, in the 1925 Convention such possibility of transformation is not deemed to be a sufficient reason for placing the new drug under control. The Advisory Committee instructed the Secretariat to take the opinion of the Legal Section on the subject.

The Committee noted the decisions of the Health Committee in regard to various drugs.

(d) *Application of the Limitation Convention.*—At its nineteenth session (in 1933), the Opium Committee had recommended to Governments that if confiscated drugs were not destroyed or converted, they should be reserved for medical or scientific use and devoted to the requirements of hospitals or scientific institutions, or incorporated in Government stocks. Most of the Governments who replied to this recommendation agreed.

The United Kingdom representative stated that his Government had hitherto taken over confiscated drugs from its colonies. The authorities had, however, decided that confiscated diacetylmorphine must be destroyed and that the question of the disposal of other drugs seized was still under consideration.

The Netherlands representative stated that his Government held that such drugs might be re-marketed under Government control.

(1) *National Laws and Regulations.*—The Assembly in 1929 requested the Secretariat to prepare a plan for a survey of national laws and regulations relating to narcotic drugs, with a view to facilitating the application of the Hague and Geneva Conventions.

After noting this memorandum, the Committee instructed the Secretariat to proceed with the proposed survey, taking in the first instance certain chosen countries.

The Committee also considered a summary of information furnished by Governments of

the regulations applicable to pharmacies in their respective countries and requested the Secretariat to prepare for the next session, on the basis of these replies, a draft of certain standard rules which might be regarded as a minimum of what was necessary for effective supervision.

(2) *Returned Deliveries of Diacetylmorphine.*—In 1936, the Government of Finland asked for an opinion by the Advisory Committee as to whether Article 10 of the 1931 Convention permitted of the return to exporting countries of diacetylmorphine in cases where the drug did not conform to the requirements of the national pharmacopœia or to the conditions agreed upon when the order was placed. The Committee considered that such returns should not be regarded as exports or re-exports and were, therefore, not contrary to the provisions of Article 10 of the Limitation Convention.

(3) *Abolition or Restriction of the use of Diacetylmorphine.*—The Limitation Conference of 1931 recommended Governments to examine, in conjunction with representatives of the medical profession, the possibility of abolishing or restricting the use of diacetylmorphine and to communicate the results of this examination to the Secretary-General of the League.

Forty-two Governments have communicated their views: twelve are in favour of restriction or state that the use of diacetylmorphine is already restricted within their territory either by law or practice; nine are in favour of completely abolishing the use of this drug; seven state that its use, manufacture and importation are already prohibited; thirteen give reasons for not being able to consider abolition or restriction.

V. PREPARATORY WORK FOR A CONFERENCE ON THE POSSIBILITY OF LIMITING AND CONTROLLING THE CULTIVATION OF THE OPIUM POPPY AND THE CULTIVATION AND HARVESTING OF THE COCA LEAF.

The Committee considered a report on raw materials, prepared by the Secretariat with the aid of information supplied by Governments, with a view to examining the possibility of limiting and controlling the cultivation of the opium poppy and the cultivation and harvesting of the coca leaf. It observed that the information received was still very incomplete.

The Turkish representative stated that although his Government realised the advantages of an international agreement, it could not admit the urgency of a convention of this

nature which would restrict its liberty of action in the matter. It was not, in principle, opposed to the meeting of a conference.

The Iranian representative, while explaining that his Government was determined to limit the cultivation of the opium poppy and was not opposed to the calling of a conference in due course, thought that the problem was not yet ripe for practical consideration.

The Chinese representative expressed himself in favour of convening a conference, adding that if opium cultivation could be limited internationally, such a decision would be a great encouragement to the Chinese Government in its efforts.

Certain members of the Committee expressed the view that the sacrifices that would be imposed on the producing countries by a limitation of raw materials were a logical sequel to the sacrifices that had been asked of countries manufacturing narcotic drugs.

The Portuguese representative suggested that the two questions of the cultivation of the opium poppy and the cultivation and harvesting of the coca leaf—in regard to which but little information was available—should be separated, and that efforts should be concentrated on preparing for a conference to limit and control the cultivation of the poppy only.

The Committee agreed, and decided in favour of an enquiry and the collection of documentary material on the control and cultivation of the opium poppy, with a view to convening, at as early a date as possible, a conference for the limitation and control of this raw material.

It was decided to adjourn to a later date the problem of the coca leaf; but the Committee considered that investigations on this question should be continued.

VI. ENQUIRY INTO DRUG ADDICTION.

At its previous session the Advisory Committee had instructed the Secretariat to submit a survey showing all the figures in its possession in regard to addiction, the registration of addicts, and the extent of addiction in different countries, and the Assembly, while appreciating the difficulties inherent in this task, supported this decision.

The Secretariat has prepared a preliminary memorandum on the subject. This was considered by the Committee, which decided to send a questionnaire to Governments asking them to supply annually, as from 1937, information relating to the extent of addiction, establishments for the treatment of addicts

and the number of addicts belonging to certain professions. The Committee was of opinion that the enquiry should not be limited to manufactured drugs, but should include opium addiction in all its forms.

Anti-narcotic Education and Propaganda.

The Committee noted a memorandum prepared by the Secretariat summarising information obtained from Governments as to the effectiveness of education and propaganda against the abuse of narcotics. The 1935 Assembly requested the Committee to outline a constructive plan for organising a campaign of educational propaganda on an international basis.

After examining the information from Governments, the Committee considered that propaganda in schools and direct propaganda would be useful only in countries where addiction was widespread. Elsewhere such methods might prove dangerous.

The Committee therefore concluded that no constructive plan on an international basis should be outlined. But it desired to insist on the usefulness of propaganda of this kind within the medical profession and amongst pharmacists, nurses, etc.

(c) Meeting of the Permanent Central Opium Board.

The Permanent Central Opium Board held its twenty-seventh session in Geneva from June 23rd to 27th, 1936, with Mr. L. A. Lyall (British) in the chair.

The Board examined discrepancy tables on export and import statistics and proceeded to a preliminary consideration of the drug situation obtaining in 1935 in the most important drug manufacturing countries, particularly as regards morphine, heroin, and cocaine. In cases where manufacture exceeded the amounts authorised the Board decided to ask for explanations from the Governments concerned.

The Board considered the progress report submitted by the Secretary, dealing mainly with the way in which Governments have been applying the various drug Conventions, and with the explanations received from certain of them in connection with excess manufacture in 1934.

The Board further examined certain questions of principle raised by the necessity for interpreting various points in the 1931 Limitation Convention which do not seem to be entirely clear.

V.—TECHNICAL ORGANISATIONS.

I. MEETING OF THE MIXED COMMITTEE ON NUTRITION.

The Mixed Committee on Nutrition put the finishing touches to its preliminary Report to the Assembly at its second session held in Geneva from June 4th to 6th with Viscount Astor in the chair.

The Mixed Committee emphasised that the report should be regarded as preliminary because it had been impossible, in the time at its disposal, to cover the vast field of work imposed by the terms of reference laid down by the Assembly. It expressed the hope that it would be able to complete a general report to the Assembly of 1937, and that the preliminary report, while showing the fundamental importance of the problem of nutrition, would suggest means of raising standards of living, improving public health and benefiting world trade by national and international action.

The question of nutrition has been arousing increasing interest among Governments and public opinion in the last three decades and especially since the Great War, as a result of social and scientific developments. The Health Organisation took up certain aspects of the

subject several years ago. At the Assembly in 1935, there was a full debate on the relation of nutrition both to public health on the one hand and to economic and social problems on the other.

As a result of this discussion, the Assembly requested the Council to set up a committee, with the help of the Health and Economic Organisations of the League and in consultation with the International Labour Organisation and the International Institute of Agriculture, to carry out a world-wide survey of the problem of nutrition and to make recommendations as to the action that might be taken from the point of view both of improving public health and benefiting agriculture.

The Mixed Committee, which met for the first time in February, is keeping in close touch with a parallel investigation undertaken by the International Labour Office, and enjoys the co-operation of the International Institute of Agriculture. It had before it the information received from Governments in reply to a circular letter from the Secretary-General, as well as the results of an investigation carried out by the Technical Committee of Health Experts on

Nutrition set up by the League Health Committee.

The Mixed Committee observes, in its preliminary report, that "the economic interests of the community as a whole are bound up in maintaining the standard of physical efficiency among the people and laying the foundations of the health and well-being of future generations. Moreover, there is a definite social and political interest in the accomplishment of this task, owing to the well ascertained relationship between the deficiency of food, and especially of protective foods, and social unrest. The nutritional adequacy of the diets of various groups of population is mainly dependent upon the income of those groups. A fall in retail prices might, therefore, be expected to improve nutrition. This would, indeed, be so if the reduction in retail prices was due to a reduction in the costs of distribution. But in recent years that fall has been due, to a very large extent, to the general economic depression and, in particular, to the depression in agriculture. It has been accompanied by a still greater reduction in income of many classes of the population, and this, in turn, has led to serious malnutrition amongst certain classes.

"A question which has often attracted attention and which has become accentuated by the effects of the depression is the large margin or spread which is often found to exist between the wholesale and the retail prices of given commodities. The aim must be to secure the better organisation of the machinery of distribution so as to ensure that the consumer enjoys the benefit of the lowest possible price consistent with the adequate remuneration of producer and distributor.

"There remain a number of difficult questions as to the influence of economic policy in any country upon the level of food prices, especially where measures of a fiscal or protectionist character intended to restore and maintain agricultural prosperity are the accepted basis of national policy. Attention has been drawn to the very wide differences which exist between the cost of particular food materials and products in different countries, a fact which seems to suggest that consumption in certain communities is restricted, since they are deprived, as a result of such policies, of the benefits of abundant and cheap supply.

"This particular aspect of the nutrition problem is an important one, and its proper understanding is essential in a study of the influences which impede nutritional progress. Clearly, every effort must be made to harmonise the policy of promoting production

with the policy of safeguarding nutritional interests, for policies which limit the abundance of food supplies at low prices must in the long run react unfavourably upon producers. It should be very seriously considered whether some of the resources at present devoted to the encouragement of production might not beneficially be directed towards stimulating increased consumption.

"Scientific progress and improvement in agriculture makes it possible to bring about rapid and important developments, and new methods and new processes are available to facilitate the adaptation of agricultural technique. Changes in demand or augmented demand for particular products will have important reactions on national agriculture, particularly since the forms of food to which attention is specially directed consist of products which by their nature are especially suitable for local production. Fresh milk, fresh vegetables and fresh fruit are clearly produced in the neighbourhood of the market where they will be consumed. It is no less significant that the characteristic structure of agriculture in densely populated countries is as a rule particularly well suited for the development of production of this character. Should this movement spread, therefore, and lead to a substantial change in agricultural structure it may help to bring about, in some measure, the restoration of international trade in foodstuffs which can be more advantageously and economically secured by importation. This aspect of the nutrition problem has thus many encouraging features."

In a statement broadcast from the League of Nations wireless station, Lord Astor, President of the Mixed Committee, summed up the results that would accrue from applying modern scientific knowledge to human nutrition in the following terms:—

Firstly, a marked improvement in the general health, vigour and happiness of their populations;

Secondly, a solution of many of the problems facing national agriculture since it would lead to a great increase in demand for most foodstuffs, and

Thirdly, that improved nutrition would have important economic repercussions since it would lead to an increase in international trade.

In regard to the first point, namely, the health factor, the Committee has overwhelming evidence to prove that better diets would have spectacular effects upon public health. We have been supplied in particular with a great volume of evidence on the effects of improved nutrition on mothers and children from early childhood to adolescence.

The addition of milk to the diet of school-children has resulted in increased height and weight, greater freedom from illnesses, including the common cold, has increased their spirits and

has actually made them more boisterous and perhaps a little more difficult to control.

This may be a temporary difficulty to school teachers, but healthier and happier children must prove permanent assets to every State.

The evidence before us has also shown in the clearest way how many of the disabilities of pregnancy and of the dangers of childbirth may be lessened if women obtain plenty of the protective foods, while the anæmia which is too often associated with breast-feeding, can also be largely avoided.

The advances which science has made in the field of nutrition in the past 30 years bring a new light to bear on the problem of public health. They show that many of the specific diseases with which every country is to some extent plagued are nutritional in origin and therefore preventable by improvement in the national dietaries. Furthermore, much of the gloomy sub-health which is not severe enough to cause definite illness but which nevertheless reduces the working capacity and the capacity of the individual to enjoy life can be obviated by improved nutrition.

Many Governments have in the past raised the standard of living of their people by direct action leading to improvements in housing, in sanitation, in the regulation of the hours of work, to mention a few. Governments have now a new channel by means of which, according to the scientists, much can be done, possibly more than by the improvement of any other single environmental factor, to improve social welfare.

Consideration of the details of change in food consumption desirable from the point of view of nutrition shows that far from there being in general an excess of production there is a very considerable under-consumption of many agricultural products. If, then, we are to fulfil our duty towards mankind and give to all the utmost opportunity to develop the gifts of their inheritance, a way has to be found of making available in sufficient quantities the right foods to those people who at present for reasons of poverty ignorance, economic depression, or other causes are not at present consuming health-maintaining diets. In particular, people need more of the so-called "protective" foods which include milk, vegetables, fruit, potatoes and meat.

"Any advance made will involve amongst other considerations an increase in demand for certain types of agricultural products. One of the many tasks of the Mixed Committee is to examine the re-orientation of agricultural production which would be required to suit the increase demand of consumers. It is hoped that our efforts will do something towards reducing the intensity of the abhorrent paradox of Poverty in the midst of Plenty."

The Mixed Committee in its recommendations to the Assembly stresses the great importance of the subject from the point of view of public health and reserves the fuller treatment of its economic aspects to its later report.

The Committee suggests that the Assembly should recommend to Governments that they should promote the scientific study of nutrition problems and see that the latest information

on nutrition is included in the teaching of medical students, public health authorities, etc.; that they should conduct a vigorous policy of education and propaganda for the instruction of the general public, and facilitate international co-operation and the exchange of information in this field; that they should support the work of the League Health Organisation on this subject; that they should consider the steps to be taken, whether at the public charge or otherwise, to meet the nutritional needs of the lower income sections of the community, in particular as regards ensuring adequate food supplies, especially safe milk for expectant and nursing mothers, infants, children and adolescents, and the needs of unemployed or otherwise distressed adults; that everything possible should be done to make food supplies, especially protective foods (e.g., milk, eggs, fresh vegetables) available at prices within reach of all classes of the community, while at the same time safeguarding the interests of the producers.

For these purposes it is therefore suggested that Governments should improve and cheapen the marketing and distribution of foodstuffs in both industrial and rural districts, that they should encourage collaboration between co-operative and other forms of producers' and consumers' organisations; that they should grade foods of all kinds according to quality, safeguard the purity of foodstuffs, and control, on the basis of international standards, the preparations sold primarily for their vitamin content; co-ordinate the work done by different national authorities under a central authority and co-operate internationally, as well as consider any modification of their general economic and commercial policies that would help to secure the supplies of foodstuffs necessary for a sound nutrition policy.

The Mixed Committee also invited the Assembly to recommend the Governments concerned to give their full support to the Health Organisation in its enquiries into the widespread malnutrition which exists in the tropics and certain Far Eastern countries.

The meeting was attended by: Viscount Astor (Chairman), Member of the House of Lords; Chairman of the Milk-in-Schools Advisory Committee, formerly Parliamentary Secretary to the Ministry of Food and later to the Ministry of Health (British). Professor Thure Bjoerkman, Secretary-General of the Royal Academy of Agriculture, Stockholm (Swedish). M. Ramon Cantos, former Member of the Cortés (Spanish). M. Léon Dupriez, Secretary-General of the *Office de Redressement économique*; Pro-



fessor of Political Economy at the University of Louvain; Director of the Institut des Sciences économiques at Louvain (Belgian). Dr. L. Feierabend, Chairman of the State Grain Monopoly (Czechoslovak). M. Casimir Fudakowski, Senator; former President of the Polish Federation of Chambers of Agriculture; Member of the Economic Committee of the International Institute of Agriculture at Rome (Polish). M. Enrique J. Gajardo, Head of the *Bureau permanent du Chili auprès de la S. d. N.*, representing the Child Welfare Committee (Chilian). M. Jules Gautier, Vice-chairman of the International Commission of Agriculture at Paris (French). M. Halbwachs (replacing M. Bramsnaes), Professor at the Sorbonne. M. Edo Markovic, Director-General of the *Société anonyme privilégiée pour l'exportation des Produits du Royaume de Yougoslavie* (Yugoslav). Professor E. V. McCollum, Professor of Biochemistry, School of Hygiene and Public Health, John Hopkins University (American). Mr. F. L. McDougall, Economic Adviser of the Australian Government (Australian). Professor Dr. Ed. Mellanby, Secretary-General of the Medical Research Council (British). Dr. Carlos A. Pardo, Commercial Adviser to the Argentine Legation in Switzerland (Argentinian). M. H. Queuille, Senator; former Minister of Agriculture and former Minister of Public Health (French). M. van Rijn, Vice-president of the International Institute of Agriculture at Rome. Assisted by: M. Brizi, Secretary-General of the International Institute of Agriculture at Rome (Italian). M. Dore, Director of the Bureau of General Statistics of the Institute (Italian). Mr. Harold B. Rowe (replacing M. Nourse), Brookings Institution, Washington (American). Mr. Stevens, Engi-

neer; Inspector of Agriculture; Head of the Bureau of Agricultural and Economic Information of the Ministry of Agriculture (Netherlands). Miss Faith Williams, Chief of the "Cost of Living Division," Department of Labour, Washington (American).

2. ECONOMIC AND FINANCIAL ORGANISATION.

Enquiry into Economic Cycles.

A discussion among a group of economists took place at Geneva from June 29th to July 2nd regarding an enquiry which is being conducted by the Economic Intelligence Service of the League into the causes of the recurrence of periods of economic depression.*

The enquiry so far has taken the form of an attempt to analyse the different theories of the business cycle, and to set out synthetically its nature and causes. The discussion and the advice given to the Service bore on the lines of further enquiry.

The following authorities on the subject took part in the session: Professor O. Anderson, Director, Economic Research Institute, Sofia; Professor J. M. Clark, of Columbia University, New York; Professor L. Dupriez, Director, *Institut des Sciences économiques*, Louvain University; Professor A. H. Hansen, of the Department of State, Washington; Dr. O. Morgenstern, Director, *Oesterreichisches Institut für Konjunkturforschung*; Professor B. Ohlin, of the Commercial High School, Stockholm; Professor Ch. Rist, *Faculté de Droit*, University of Paris; Professor L. Robbins, of the London School of Economics; Mr. Robertson, Reader in Economics at the University of Cambridge (England); Professor Röpke, of the University of Istanbul; Professor Tinbergen, Dutch Institute of Economics, The Hague.

VI.—INTELLECTUAL CO-OPERATION.

BUDAPEST "CONVERSATION."

On the invitation of the Hungarian Government and with the approval of the Secretary-General of the League, the Permanent Committee on Arts and Letters arranged for a "Conversation" to take place at Budapest from June 8th to 12th on the following subject: "The rôle of the humanities in the training of modern man."

Of those who took part in the "Conversation," some belonged to a delegation of the Permanent Committee on Arts and Letters while others had been directly invited by the Hungarian Committee of Organisation, after consulting the Secretariat of the Intellectual

Co-operation Organisation and the Paris Institute.

The opening meeting was held at the Hungarian Academy of Science. The Archduke Joseph; the Minister of Commerce; the Burgomaster of Budapest; the President of the Permanent Committee on Arts and Letters; M. Paul Valéry; Madame de Tormay, Hungarian member of the International Committee on Intellectual Co-operation, and M. Ojetti, member of the Permanent Committee on Arts and Letters, spoke.

The actual "Conversation" took place in

* See Monthly Summary, Vol. XIII., No. 10, p. 230.

the parliament building, under the Chairmanship of M. Paul Valéry, assisted by M. de Madariaga, general *rapporteur*.

Numerous contributions in writing had been sent in in advance by certain of those invited, and served as a basis for discussion. Many of the statements dealt with the teaching of the humanities and the present value of such teaching; but the discussion assumed a wider scope and finally covered the more general theme of the training of contemporary man and the definition of a modern humanism.

The following took part in the "Conversation":

Members of the Delegation of the Permanent Committee on Arts and Letters:

M. Paul Valéry, Chairman (French), Poet and Philosopher, Member of the French Academy.

Professor Viggo Brondal (Danish), Professor of Romance Languages in the University of Copenhagen.

Professor Bela Bartok (Hungarian), Composer and Orchestra conductor; an authority on music.

M. Karel Capek (Czech), Playwright and Publicist.

Professor Dr. Dietrich von Hildebrand (Aus-

trian), Director of the Review "Der Christliche Standestaat."

M. Georges Duhamel (French), Member of the French Academy and Director of the "Mercure de France."

Sir Richard Winn Livingstone (English), President of Corpus Christi College, Oxford.

M. Salvador de Madariaga (Spanish), former Ambassador, former Professor of Spanish Literature in Oxford University.

M. Thomas Mann (German), Author.

M. Ugo Ojetti (Italian), Author, Member of the Royal Italian Academy.

Professor Rohn (Swiss), Chairman of the Council of the Federal Polytechnic.

M. Royall Tyler (American), Archæologist, Author of several works on Byzantine Art.

Mlle. Hélène Vacaresco (Roumanian), Authoress.

Invited by the Hungarian Committee of Organisation, in agreement with the Secretariat of the League:

M. J. Estelrich (Spanish), Member of the Cortes and Director of the Bernart Metjji Foundation, Barcelona.

M. J. Piaget (Swiss), Director of the International Education Office, Geneva.

VII.—NEW LEAGUE PUBLICATIONS.

MONTHLY BULLETIN OF STATISTICS

The June number of the Monthly Bulletin of Statistics of the League of Nations gives, in addition to the recurrent tables, information on world trade, agricultural and industrial prices, market value of industrial shares, production of motor cars and building activity.

The *gold value* of world trade in April was, in accordance with the usual seasonal movement, about 3% lower than in March; last year it declined by about 4% between March and April. The total gold value for the first four months was 8.2% higher this year than in 1935.

In recent months *Industrial production* has again risen, principally in the United States, Canada and most countries where some slackening of activity was noticeable in the earlier part of the year. Production during the first 3 or 4 months increased, as compared with the corresponding months of 1935, by 18% in Belgium, 17% in Austria, 15% in Czechoslovakia, 11% in Germany and Hungary, about 9% in the United States, Canada, the United Kingdom and Norway, 7% in France, about 5% in Japan, Poland and Denmark

(excluding March when Danish industry was affected by a general lock-out) and 2½% in the Netherlands.

Indices of employment likewise show an upward movement. At the end of April, 1936, they were higher than a year ago by 8% in the United States, 7% in Germany, about 4% in Great Britain and 1% in France.

The *world production of fuels and of some metals* increased considerably in the first 3 or 4 months of 1936, mainly on account of a recovery in the United States.

World output of petroleum was 12% and of coal and lignite about 7% greater than in the same months of the preceding year. Output of iron and steel was 20% and that of zinc 10% higher than a year ago. By April world steel production for the first time for over six years exceeded its monthly average for 1929, while pig-iron output was still some 10% short of the corresponding level. Between January and May, 1936, steel output in the United States alone increased by almost one-third.

The *world production of motor-cars* in 1935 amounted to 5,172,000, of which a little over

4,000,000 were produced in the U.S.A., 417,000 in the United Kingdom, 245,000 in Germany, 173,000 in Canada, 166,000 in France and 97,000 in the U.S.S.R.

In Germany the output in 1935 was 143% and in the United Kingdom 73% higher than in 1929. The output of the other big producers still fell short of the figures for 1929, in the U.S.A. by 25%, in Canada by 34% and in France by 35%.

The statistics of *building activity* show that during the year 1935 this was particularly high, mainly owing to residential building, in South Africa, Australia, the United Kingdom, Norway, Sweden, Finland, Italy (8 months), Spain and Chile. In all these countries it was greater than in 1929, and in Belgium where it was high for part of 1935, the average for the whole year was equal to that for 1929.

It recovered considerably during 1935 in Poland, U.S.A., Canada, New Zealand, Colombia and Germany, but in all these countries, except as regards non-residential building in Germany, the average for the year remained far below the level for 1929.

There was a considerable decline during 1935 in France, the Netherlands, Switzerland and Czechoslovakia.

During the first 2-4 months of 1936, compared with the corresponding months of 1935, the trend of building activity, and of residential building in particular, as measured by construction permits delivered, continued to rise in the U.S.A., Germany, Belgium, New Zealand,

South Africa and was also rising in Czechoslovakia. A more or less pronounced slackening was noticeable in Canada, Sweden, and Finland, and also in the United Kingdom, where, however, non-residential building continued to rise. In Switzerland, the Netherlands and also, though to a less extent, in France, activity continued its previous downward course.

The *market value of industrial shares* in the majority of countries for which such indices are available rose almost continuously during 1935 and the beginning of 1936. In some countries, however, this movement has been interrupted during recent months.

During the last twelve months for which figures are available, the increase amounted to 48% in Canada, 34% in Czechoslovakia, 37% in the U.S.A., 30% in Belgium and Norway, 26% in Chile, 22% in Sweden, 19% in Austria, 13% in Switzerland, 12% in the United Kingdom, 11% in Hungary, 10% in the Netherlands, and about 8% in Denmark and Germany.

In Japan the value of shares dropped considerably from the middle of 1934 to July, 1935; for the subsequent 7 months an increase of 18% is recorded. A downward trend subject to rather wide fluctuations is to be noted in France, Greece and Poland. The decrease during the last twelve months amounted to 25% in France, 7% in Poland and 3% in Greece.

The discrepancy between the prices of *agricultural and industrial products* tended to diminish during 1935 in most countries.

VIII.—FORTHCOMING LEAGUE MEETINGS.

July 13th.—18th Plenary Session of the International Committee on Intellectual Co-operation, Geneva.

July 15th.—Reporting Committee of the Malaria Commission, Geneva.

August 11th.—Supervisory Body established under the 1931 Limitation Convention on Narcotic Drugs, Geneva.

August 31st.—Financial Committee, Geneva.

September 1st.—Economic Committee, Geneva.

September 7th.—17th Session of the Assembly, Geneva.

October 9th.—Sub-Committee on Tourist Statistics, Geneva.

October 12th.—Committee of Statistical Experts, Geneva.

October 15th.—Fiscal Committee, Geneva.

October 15th.—Permanent Mandates Commission, Geneva.

PERMANENT COURT OF INTERNATIONAL JUSTICE*

1. THE LOSINGER & CO. CASE (SWITZERLAND-YUGOSLAVIA).*

The hearings in regard to the preliminary objection lodged by the Yugoslav Government began on June 3rd, 1936. All members of the Court were on the Bench. At this hearing, M. Max Huber and Dr. Milivan Zoricic, the judges *ad hoc* nominated respectively by the Swiss and Yugoslav Governments, made the solemn declaration contained in Article 5 of the Rules of Court and provided for by Article 20 of the Statute and were duly installed as judges for the case.

In the course of public sittings held on June 3rd, 4th, 5th, 8th and 9th, the Court heard the statements, reply and rejoinder made by M. Slavko Stoykovitch, on behalf of the Yugoslav Government, and by M. G. Sauser-Hall, on behalf of the Swiss Government.

On June 27th, the Court made an Order joining the preliminary objection to the merits, in order to adjudicate in one and the same judgment upon this objection and if need be, on the merits. It also fixed the time-limits for the filing of the subsequent documents on the merits so that the case should be ready for hearing on September 11th, 1936.

M. Altamirs and Jonkheer van Eysinga, judges, declared that they were unable to concur in the Order and appended thereto a statement of their dissent.

2. THE CASE CONCERNING PHOSPHATES IN MOROCCO (ITALY-FRANCE).†

By an Order made on June 18th, 1936, the Court fixed July 15th and October 15th, as the

* See Monthly Summary, Vol. XVI., No. 5, p. 148.

† See Monthly Summary, Vol. XVI., No. 3, p. 91.

respective dates of expiry of the time limits for the presentation of the Italian Government's Memorial and of the French Government's Counter-Memorial. It will fix the time limits for the presentation of a reply by the applicant party and of a rejoinder by the respondent party in a subsequent order.

3. OPTIONAL CLAUSE OF ARTICLE 36 OF THE COURT STATUTE.

The Governments of Rumania and Denmark on June 4th renewed their acceptance of the Optional Clause provided in the Protocol of Signature of the Statute of the Permanent Court of International Justice.

Rumania's previous acceptance of the Clause expired on June 9th. The renewal reads as follows :

"On behalf of the Rumanian Government, I declare that I renew for a period of five years from June 9th, 1936, the declaration of October 4th, 1930, concerning the acceptance of the compulsory jurisdiction of the Permanent Court of International Justice at The Hague, in conformity with Article 36, paragraph 2, of the Court's Statute, and within the limits and subject to the conditions and reservations set out in the said declaration."

The Danish Government renewed its acceptance, which expired on June 13th, in the following terms :

"On behalf of the Royal Danish Government and subject to ratification I recognise as compulsory *ipso facto* and without special agreement, in relation to any other Member or State accepting the same obligation, that is to say, on condition of reciprocity, the jurisdiction of the Court, in conformity with Article 36, paragraph 2, of the Statute of the Court, for a period of ten years as from June 13th, 1936."

PUBLICATIONS OF THE LEAGUE OF NATIONS

Published during June 1936.

Periodical Publications

	St.	\$	Swiss francs.
OFFICIAL JOURNAL. 17th Year, No. 4 (Part I). April, 1936. Minutes of the Ninety-First (Extraordinary) Session of the Council (Part I) held in London from Saturday, March 14th, to Tuesday, March 24th, 1936. Pp. 305-352. I-V	1/9	0.45	1.75
Annual subscription, 12 numbers and Index, post free	75/-	18.75	75.00
—No. 5, May, 1936. Pp. 489-526	1/3	0.30	1.25
Annual subscription, 12 numbers and Index, post free	75/-	18.75	75.00
—Special Supplement No. 148. Dispute between Ethiopia and Italy. Co-ordination of Measures under Article 16 of the Covenant. I. Committee of Eighteen. Minutes of the Fourth Session, January 22nd, 1936. II. Committee of Experts created to follow the Application of Sanctions (Resolution of the Committee of Eighteen, dated November 6th, 1935). Minutes of the Second Session, January 29th to February 1st, 1936. III. Committee of Experts for the Technical Examination of the Conditions governing the Trade in and Transport of Petroleum and its Derivatives, By-Products and Residues (Resolution of the Committee of Eighteen, dated January 22nd, 1936). Minutes of the First Session, February 3rd to 12th, 1936. 85 pp.	3/6	0.90	3.50
Subscription rate for the Records of the Assembly (including the Special Supplement to the Official Journal containing the Resolutions and Recommendations adopted by the Assembly and any further Special Supplement to the Official Journal that may be published between the Sixteenth and Seventeenth Ordinary Sessions of the Assembly). Post free	40/-	10.00	40.00
THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS. Vol. XVI, No. 5, May, 1936. Ninety-Second Session of the Council. Pp. 129-152	1/-	0.20	1.00
Annual subscription, 12 numbers, post free	8/-	2.00	10.00
MONTHLY BULLETIN OF STATISTICS. Vol. XVII, No. 5, June, 1936.* Pp. 241-288	1/9	0.45	1.75
Special Subjects: Movement of World Trade. Movement of Market Value of Industrial Shares. Agricultural and Industrial Prices. Production of Motor-Cars. Building Activity. Exchange Rates. Annual subscription, 12 numbers, post free	20/-	5.00	20.00
WEEKLY EPIDEMIOLOGICAL RECORD. 11th Year, Nos. 23-26, June, 1936 (R.H. 536-539*). Pp. 265-306. Annual subscription, 52 numbers, post free	25/-	6.25	25.00
BULLETIN OF INFORMATION ON THE WORK OF INTERNATIONAL ORGANISATIONS compiled by the Section of International Bureaux. Supplement to Vol. VII, 1935. 19 pp. ..	Distributed without any charge with the Vol. VII.		
MONTHLY LIST OF BOOKS CATALOGUED IN THE LIBRARY OF THE LEAGUE OF NATIONS. 9th Year, No. 4, April, 1936.* Pp. 93-124	6d.	0.15	0.50
Annual subscription, 12 numbers, post free	5/-	1.25	5.00

Financial Section and Economic Intelligence Service (II.A)

DOUBLE TAXATION AND FISCAL EVASION. Collection of International Agreements and Internal Legal Provisions for the Prevention of Double Taxation and Fiscal Evasion. Volume VI. (C.II.8. M.57. 1936. II.A.) (Ser. L. o. N. P. 1936. II.A. 10.) 199 pp.	3/6	0.90	3.50
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Economic Relations Section (II.B)

APPLICATION OF THE INTERNATIONAL CONVENTION RELATING TO THE SIMPLIFICATION OF CUSTOMS FORMALITIES signed at Geneva on November 3rd, 1923. MEASURES TAKEN BY THE GOVERNMENTS TO GIVE EFFECT TO THE PROVISIONS OF THE CONVENTION. Summaries communicated by the Governments Parties to the Convention in Execution of Article 9. Ninth Series. (C.226. M.138. 1936. II.B.) (Ser. L. o. N. P. 1936. II.B.2.) 20 pp. ..	9d.	0.20	0.75
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Slavery (VI.B)

Slavery. REPORT OF THE ADVISORY COMMITTEE OF EXPERTS. Third (Extraordinary) Session of the Committee held in Geneva, April 15th to 24th, 1936. (C.I89. M.145. 1936. VI.) (Ser. L. o. N. P. 1936. VI.B.1.) 99 pp.	4/-	1.00	4.00
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Financial Administration of the League of Nations (X)

Secretariat and Special Organisations. International Labour Organisation. Permanent Court of International Justice. AUDITED ACCOUNTS FOR THE SEVENTEENTH FINANCIAL PERIOD (1935) and Reports thereon by M. A. Ceresa, Auditor. (A.3. 1936. X.) (Ser. L. o. N. P. 1936. X.1.) 135 pp.	5/-	1.25	5.00
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Traffic in Opium and Other Dangerous Drugs (XI)

Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, of July 13th, 1931. ESTIMATED WORLD REQUIREMENTS OF DANGEROUS DRUGS in 1936. First Supplement to the Statement issued by the Supervisory Body under Article 5. (C.429 (a). M.220(a). 1935. XI.) (Ser. L. o. N. P. 1936. XI.5.) 39 pp.	1/6	0.40	1.50
Traffic in Opium and Other Dangerous Drugs. Conference called to conclude a Convention for the Suppression of the Illicit Traffic in Dangerous Drugs. EXTRADITION UNDER EXISTING TREATIES FOR OFFENCES AGAINST DRUG LAWS. Replies by the Governments to the Circular Letter of February 8th 1936 (C.L.22. 1936. XI.) (Conf. S.T.D.4. 1936. XI.) (Ser. L. o. N. P. 1936. XI.7.) 16 pp.	9d.	0.20	0.75
CONFERENCE CALLED TO CONCLUDE A CONVENTION FOR THE SUPPRESSION OF THE ILLICIT TRAFFIC IN DANGEROUS DRUGS. Article 1, Paragraph 2(b), of the Draft Convention. Replies by Governments to the Secretary-General's Letter of January 31st, 1936 (C.L. 18. 1936. XI.) (Conf. S.T.D.3 (a). 1936. XI.) (Ser. L. o. N. P. 1936. XI.8.) 3 pp.	6d.	0.15	0.50

General Questions

Dispute between Ethiopia and Italy. Co-ordination of Measures under Article 16 of the Covenant. Co-ordination Committee. STATISTICS OF TRADE WITH ITALY AND THE ITALIAN COLONIES. III. December, 1935-March, 1936. (Co-ordination Committee 125.) (Ser. L. o. N. P. 1936. 4.) 60 pp.	2/6	0.60	2.50
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NOTE.—The documents whose titles are followed by an asterisk (*) contain both French and English texts. The documents whose titles are preceded by the sign § are of special importance.

THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XVI., No. 7.

JULY, 1936.

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I.—SUMMARY OF THE MONTH.

July, 1936.

The Assembly and the Council, which met at Geneva towards the end of June, finished their work on July 4th.

* * *

The restrictive measures provided for in Article 16 of the Covenant, which had been applied to Italy in connection with her dispute with Ethiopia, came to an end on July 15th.

* * *

Other important events of the month include

All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.

the notification by Honduras of its decision to withdraw from the League.

* * *

The plan for the settlement of the Assyrians of Iraq in the States of the Levant under French Mandate has had to be abandoned on account of numerous political and other difficulties with which the French Government had to contend in this connection. Nevertheless, the French representative on the Council

declared that the Assyrian colony in the Khabur would continue to enjoy the guarantees which would always be provided for minorities under the Mandate or whatever régime might take its place.

The Council therefore requested its Special Committee to continue its efforts with a view to ascertaining whether the settlement of the Assyrians of Iraq in any other region was possible at the present time.

* * *

As a result of the incident which occurred on the occasion of a visit to Danzig of the German cruiser "Leipzig" the situation in the Free City was the subject of a long debate in the Council. The Polish Government—which has undertaken to conduct the foreign relations of the Free City—was requested to deal with the matter through the diplomatic channel and to furnish the Council, at its next ordinary session, with a report on the results of the action which it may have been found possible to take.

* * *

An Inter-Governmental Conference was held in Geneva to establish the legal status of refugees coming from Germany. It adopted a Provisional Agreement on this subject, which

entered into force as regards France and Denmark on August 4th, 1936.

* * *

As usual, the Intellectual Co-operation Organisation reviewed during July the work of its various committees and sub-committees during the past year, and drew up its programme of future work.

* * *

In closing its ninety-second session, the Council noted the report of the Advisory Committee of Experts on Slavery, and paid a tribute to the memory of its Chairman, M. Gohr.

* * *

On the invitation of the Public Health Commissariat of the U.S.S.R., the Bureau of the League Health Committee held one of its periodical sessions in Moscow. The discussions were chiefly concerned with rural hygiene and nutrition. After the meeting, several members of the Bureau and experts were invited to make a tour of the U.S.S.R.

* * *

Both the Permanent Court of International Justice and the League of Nations have sustained a heavy loss in the death of Baron Rolin Jaequemigne, Judge of the Permanent Court and for many years an active worker in the international field.

II.—POLITICAL QUESTIONS.

I. DISPUTE BETWEEN ETHIOPIA AND ITALY.

Raising of Sanctions.

On July 4th the Assembly requested the Co-ordination Committee to make all necessary proposals to the Governments in order to bring to an end the measures taken by them in execution of Article 16 of the Covenant.

The Co-ordination Committee, which met on July 6th, proposed that the Governments of the Members of the League should abrogate on July 15th, 1936, the restrictive measures taken by them in regard to Italy in conformity with its Proposals Ia, II, IIa, III, IV and IVb.

On this occasion the Chairman of the Co-ordination Committee, M. de Vasconcellos, delegate of Portugal, recalled the circumstances in which the Committee had been set up, the principles by which it had been governed and the limits to the exercise of its activities. He emphasised that the Co-ordination Committee had been established in virtue of a recommendation by the Assembly and was, in effect, a conference of delegates of sovereign States

met to study the co-ordination of the measures to be taken in reference to a country regarded by the other Members of the Council as having violated its obligations under the Covenant. The obligations of the Members of the League derived directly from the Covenant and their fulfilment followed as a consequence of the respect of treaties. The Committee had therefore not been called upon itself to take decisions but merely to adopt proposals for submission to the different Governments for their consideration. The Co-ordination Committee was called upon to recommend the measures provided in Article 16 of the Covenant, with the exception of political and military sanctions, which had been eliminated from the outset. Having no precedents for its guidance, the Committee had been obliged to make a first experiment in the application of Article 16.

M. de Vasconcellos went on to say that since the League of Nations was not universal, the system of sanctions was bound to be defective, although the attitude in this respect of certain non-Member States was encouraging. He explained that all the Members of the

League had not complied with the 1921 Assembly's invitation to take preparatory measures of a legislative character to enable them to enforce, at short notice, the necessary measures of economic pressure. The constitutional difficulties encountered by certain Governments had had an effect up to a point on the progress of the Co-ordination Committee's work and the results obtained. Leaving military measures on one side, the Committee's proposals did not purport to be a complete system of sanctions. They were not equivalent to that complete severance or commercial or financial relations which Article 16 contemplated. It was possible that the hesitation to apply other measures was due in part to practical reasons; but it was due also in part to the desire not to take any steps calculated to prevent the continuance of efforts with a view to a satisfactory settlement of the difference by conciliation.

Commenting on the results of the application of economic and financial sanctions, the Chairman pointed out that imports from Italy to countries which in normal years took 90 per cent. of Italian exports had shown a reduction of nearly 50 per cent. Another indication was to be found in Italy's losses of gold; in six months and ten days the total loss of the Banca d'Italia had amounted to 2,091 million lire, *i.e.*, about half its original reserve which, on October 20th, 1935, stood at 4,316 million lire. This was clear proof that the results of this initial attempt to apply Article 16 had not been negligible.

On the proposal of the French and United Kingdom delegations, the Committee subsequently decided, in order to complete the documentation relating to the application of various proposals made by it, to suggest that Governments should :—

- (a) continue to complete and forward to the Secretariat the questionnaire concerning their trade with Italy and Italian possessions up to and including that relating to the month of June, 1936;
- (b) furnish before October 31st, 1936, to the Secretariat for circulation to Governments

a memorandum setting out their experience with reference to the application of the measures enforced and such conclusions as this experience would seem to suggest;

- (c) appoint experts to serve on a committee to study this documentation and submit a report to the Governments.

The Co-ordination Committee had thus been anxious, before concluding its labours, to take steps to enable the lesson taught by the experimental application of sanctions to be turned to account in the future.

In his closing speech M. de Vasconcellos emphasised that this lesson would not have been wasted. It had been shown, by a general movement which had surprised the whole world, that the collective spirit was a living reality and that, though economic and financial sanctions were (as had been foreseen) incapable of arresting the warlike advance of a great army, they nevertheless constituted a powerful weapon against any aggressor.

2.—NOTICE OF WITHDRAWAL BY HONDURAS.

On July 10th the Secretary-General received a communication dated June 22nd, from the Government of Honduras, with the text of a Decree in virtue of which Honduras has taken the decision to withdraw from the League.

The Government of Honduras pointed out that, as its country cultivates close and cordial relations with the Powers' signatories of the Versailles Treaty, it would have every opportunity of co-operating in the aims for which the League was created whenever its assistance might be considered necessary.

The Acting Secretary-General of the League recalled in his reply the terms of paragraph 3, Article 1, of the Covenant, which lays down that :

" Any Member of the League may, after two years' notice of its intention to do so, withdraw from the League, provided that all its international obligations and all its obligations under this Covenant shall have been fulfilled at the time of its withdrawal."

III.—ADMINISTRATIVE QUESTIONS.

DANZIG.

Situation in the Free City.

On June 30th last, Mr. Séan Lester, High Commissioner of the League of Nations at Danzig, sent the Secretary-General a report on the situation in the Free City.

On July 2nd the Council decided to place the consideration of this report on its agenda.

In the report the High Commissioner explained shortly, for the information of the Council, how he had gained the impression, during the first months following the January session of the Council, that the Senate was endeavouring to improve the relations between the various elements of the population of Danzig. But, some weeks prior to the despatch

of the report, a series of incidents had occurred which had helped to create a state of great nervousness in the Free City and had led the Polish Government to make serious representations to the Senate on behalf of the Polish citizens and the Danzig citizens belonging to Polish minority, whose safety was threatened. Thanks to the assurances given by the President of the Senate on June 20th, the situation had considerably improved, and in the High Commissioner's opinion a dangerous crisis had been averted which might easily have led to external complications.

In this report the High Commissioner also gave the Council an account of the incident that occurred during the visit to Danzig of the German cruiser "Leipzig." Contrary to the custom established by various agreements concluded between Danzig and Poland, the commander and officers of the German warship had not paid a visit to the High Commissioner of the League of Nations and had given no explanation of their attitude.

An article published immediately afterwards by M. Forster, head of the National-Socialist Party at Danzig, intimated that this attitude on the part of the German officers was explained by the fact that, when another German warship had called in the previous year, the High Commissioner had invited the representatives of the Danzig Opposition at the same time as the officers of the ship. M. Forster added that the presence of the High Commissioner of the League at Danzig was superfluous, as Polish-Danzig relations and Polish-German relations also were excellent. Lastly, he criticised the High Commissioner, alleging in particular that he had intervened needlessly in the internal affairs of the Free City.

On July 4th, the Council considered the High Commissioner's report in the presence of Mr. Lester and M. Greiser.

The President of the Council, Mr. Eden, representative of the United Kingdom, submitted, as Rapporteur, the following draft resolution:

"The Council,

"Having taken into consideration the report furnished to it by the High Commissioner of the League of Nations in Danzig, dated June 30th, 1936, on the subject of an incident which occurred in connection with the recent visit to that port of the German cruiser 'Leipzig',

"has reached the conclusion that the incident in question is of an international character.

"Having regard to the fact that, in accordance with the Statute of the Free City, Poland has undertaken the conduct of the foreign relations of Danzig,

"The Council decides to request the Polish Government to deal with the matter on its behalf through the diplomatic channel and to furnish the Council at its next ordinary session with a report on the results of the action which it may have been found possible to take."

He pointed out that a dangerous internal crisis had been averted, and expressed the hope that, through the cordial collaboration of the Government of the Free City with the League's High Commissioner, the internal situation would soon be restored to normal.

As regards the draft resolution, Mr. Eden emphasised that the question was an international one and thus fell within the sphere of the responsibilities undertaken by Poland in accordance with the treaties.

M. Beck, representative of Poland, announced that, in conformity with its obligations and in response to the appeal made to it by the Council, his Government was ready to proceed to a study of the question through the diplomatic channel.

M. Greiser said that the question dealt with in the draft resolution had been hastily placed on the Council's agenda, and confessed his surprise that the High Commissioner should have made such a request. M. Greiser had not received the High Commissioner's report until his arrival at Geneva, and his surprise at the terms of the report was even greater than at the Council's decision. He understood that the refusal by the commander of a German warship to pay a visit to the High Commissioner would be a matter of concern to the Council, but he thought it irrelevant to attempt to establish any connection between that incident and the Government of the Free City. Having been called upon for the second time in a single year to give explanations at Geneva, he thought it his duty to go fully once and for all into all questions concerning Danzig, and to speak not as a defender of theoretical texts or of paragraphs which were a dead letter, but as governor of four hundred thousand Germans, who did not want their destinies to be eternally linked to the League and who really did not understand the ideology of that institution. The people of Danzig felt that their city had not been severed from the parent State for the reasons that had always been publicly adduced. It had been said that Poland required free access to the sea through the port of Danzig. In M. Greiser's view the Polish people was quite entitled to claim such access; but if that had been the object in view, it was not necessary to separate Danzig from Germany, since it had been made into a so-called Free State. It almost seemed as if the sole object

of the separation had been to create a permanent source of trouble and friction between Germany and Poland.

The League, continued M. Greiser, had given no practical help to Danzig. The Government of the Free City had not observed that the League had done anything to get rid of unemployment or had given the Free City any advice with a view to the restoration of its economic prosperity. On the other hand, the National-Socialist Government had done everything in its power to surmount those difficulties, and could doubtless have done much more had it not been constantly diverted from that important duty by Mr. Lester's activities. For some years past the League had been endeavouring in vain to prevent the explosion of the Danzig powder magazine. The Council should be grateful to the Government of the Free City for having removed for ever a centre of discord that might have caused the League serious trouble.

It was not surprising that the Government of the Free City should have deferred to the imperative wish of the population to re-examine the relations between the Free City and the High Commissioner. For more than three years a National-Socialist majority had been in power in Danzig, and public confidence in it had been twice expressed by a constitutional and secret vote. The meaning of the term "democracy" was that the will of the majority should be carried out within the limits of morality and of the laws in force. The will of the majority had twice been clearly and unequivocally expressed in favour of the German National-Socialist Party; yet the High Commissioner's attitude tended to ignore those democratic principles and to allow a minority to terrorise the constitutionally established majority.

The Government of the Free City had always deferred to the Council's wishes and decisions, even when their execution ran counter to its convictions and shocked the good sense of the Danzig population. The smallest State in Europe, as the German and Polish Governments could testify, had always manifested its desire to maintain good relations with the League. It was natural that the National-Socialist majority should defend itself against the terrorism of a minority, supported consciously or unconsciously by the High Commissioner. As head of the Government, M. Greiser could not be expected to put down a movement that supported him or to allow the partisans of that movement to be punished when they were acting in self-defence.

The Government, continued M. Greiser, had confined itself to nipping in the bud disturbances

provoked by the Opposition, and had employed for that purpose means which had received the High Commissioner's approval. As thanks for this, M. Greiser had been dragged away from his peaceful work and summoned once more to Geneva. The population of Danzig, unable to understand such methods on the part of a High Commissioner, had reacted against this high-handed procedure.

Mr. Lester, who did not understand the mentality of the German population and did not even speak its language, had only himself to blame for the opposition he was arousing. M. Greiser proposed that, if the Council so desired, the population of the Free City might by a free and secret vote in the form of a plebiscite, state whether or not it approved of the activities of the League's representative.

M. Greiser would not confine himself to describing the wishes and anxieties of the Danzig Government without proposing a way out of the situation. The Council might, for example, send a new High Commissioner to Danzig, instructing him, like all the former High Commissioners, to refrain from any intervention in internal politics and to devote himself entirely to his province of foreign policy. In the event of such a reorganisation, all the rights of the Polish minority and of the Polish Government would be respected. Another solution would be that the Council, in view of the imminent reform of the League, should decide not to send a High Commissioner to Danzig in future. The League could continue to implement its guarantee through the President of the Senate, who would be responsible to the League. In this way peace and order would reign at Danzig, both internally and externally.

M. Greiser pointed out that his observations were not based on legal considerations or considerations of international law, but that he spoke as representative of 400,000 living Germans. The observance of the letter of the texts had already done enough harm and suffered enough setbacks, and if in various quarters the opinion had been expressed that the League had lost some of its prestige, he had shown a way of contributing greatly to the restoration of that prestige in the world.

Mr. Eden, President of the Council, observed that the League was not responsible for the setting up of the régime of the Free City, and that it had accepted the mission confided to it by the Treaty in the interests of the Free City and of Poland.

M. Beck pointed out that the question before the Council related to an incident that had

occurred during the visit of a German warship to Danzig, and that did not raise the general problem or questions of the internal policy of the Free City.

As regards the general observations not connected with the immediate subject of the Council's discussion, M. Beck reserved the right to express his Government's views at a suitable time.

Mr. Lester observed that a large part of M. Greiser's complaints were due to his belief that the High Commissioner had come to Geneva to ask for the Danzig question to be placed on the Council's agenda. That was not the case, however. It was evident from M. Greiser's criticisms that he had had no time to read the High Commissioner's report before speaking. That report on the general situation in Danzig would not have been submitted to the Council if the incident that had occurred during the German warship's visit had not taken place. That incident would have been inexplicable to Mr. Lester unless it were connected with the duties of his office, and accordingly it was his duty to report on it to the Council. As he could not regard it as an incident completely isolated from events in Danzig, he had thought it necessary to give the Council a very brief account of the situation.

Mr. Lester did not think it his duty to offer any observation on the formal proposals made by the representative of the Danzig Senate. President Greiser had said that he had not taken his stand on legal texts, but he should understand that the High Commissioner could not refrain from taking into account both the legal situation and the various documents which constituted the Statute of the Free City. The High Commissioner's duties, in fact, were to uphold the various articles, and whether those articles were regarded in some quarters as a dead letter or not, it was the High Commissioner's duty to maintain them in force.

M. Beck, referring to his previous remarks, added that, even if the President of the Senate had thought it necessary to raise problems quite beyond the scope of the discussion, nothing justified the attacks made upon the representative of the League in the discharge of his functions. He was entitled to expect the full support of the Council.

M. Delbos, representative of France, observing that moderation was essential in international relations, stressed the fact that Danzig had been placed by the treaties under the authority of the League. The League was represented at Danzig by a High Commissioner, whose duty

it was to see that the treaties were observed and that the reciprocal rights of Poland and Danzig were respected. He must also see that the Constitution of the Free City and the freedom it provided for all citizens were respected. M. Delbos paid a tribute to the distinguished services rendered by Mr. Lester, whose devotion, high sense of duty and tact were appreciated by all. He added that Mr. Lester should have the full confidence of the Council and that the remarks that had been made only served to show the difficulties of his task. He fully approved the Rapporteur's proposal, and trusted to the Polish Government to bring to a successful conclusion the mission it had agreed to undertake.

Mr. Eden, President of the Council, said he felt sure that all his colleagues would regret, as he himself had done, the tone of the speech made by the President of the Danzig Senate. It would not be right to say that the President of the Senate of the Free City had been summoned to attend the Council. The Council was dealing with a question which concerned the external relations of the Free City, for which Poland was responsible. Moreover, whatever the merits of the question raised by the President of the Senate, the Council could not allow reflections to be made on its representative. He considered that the correct reply to the observations which the President of the Senate had thought fit to make in regard to Mr. Lester's personality would be an expression of the Council's confidence in Mr. Lester and of its entire satisfaction with the way in which he had carried out his duties. He was sure that he was voicing the unanimous feeling of his colleagues in asking Mr. Lester to accept the assurance of its confidence and its thanks for his untiring efforts.

M. Barcia, representative of Spain, M. Rustu Aras, representative of Turkey, and Mr. Bruce, representative of Australia, supported the observations of the President of the Council.

M. Greiser said that he had not expected the Council to express any other opinion, nor, in view of the slowness of the League's methods, to take an immediate resolution on the proposals he had submitted. After expressing his thanks to the Rapporteur, he added that he understood that Mr. Eden was considering the possibility of studying the Danzig Government's proposals subsequently, and he wished to thank him particularly for that.

He stated that, if he had opened the first offensive in favour of a revision of the relations between the League and the Free City, he had

done so in public, before world opinion, not only on behalf of the Danzig population but on behalf of the whole German people. In the coming months, he concluded, the German people expected from the League resolutions which would enable the President of the Senate of Danzig not to appear again before the League.

IV.—INTELLECTUAL CO-OPERATION.

WORK OF THE ORGANISATION.

In July meetings were held of the Joint Committee of Major International Associations (July 6th, 7th), the Advisory Committee for League of Nations Teaching (8th, 9th), the Committee of Scientific Experts of the Organisation (9th, 10th), the Executive Committee of the International Committee (11th), the Committee on Intellectual Co-operation (13th to 18th), and the Governing Body and Directors' Committee of the Institute of Intellectual Co-operation (15th).

* * *

The Committee learned with regret of the death of several distinguished members: M. Alfredo Rocco, former Minister of Justice of the Kingdom of Italy, President of the Italian National Committee on Intellectual Co-operation and Vice-President of the International Committee; M. Loder (Netherlands), former President of the Permanent Court of International Justice, and M. Jules Destrée (Belgium), former Minister of Education and Fine Arts and President of the Permanent Committee on Arts and Letters and of the International Museums Office, and extended a hearty welcome to several new Members recently appointed by the Council: Count Degenfeld-Schönburg (Austria), Professor of Political Economy at Vienna University; M. Francisco Garcia Calderon, writer and Peruvian Minister in Paris, and Professor Nørlund (Denmark), President of the International Council of Scientific Unions.

The Intellectual Co-operation Committee's Eighteenth Session was devoted to a review of the work done during the past year by these bodies, committees or expert sub-committees, and the International Institute of Intellectual Co-operation, the International Educational Cinematographic Institute, the International Museums Office, etc.

I. Teaching.

A. Joint Committee of Major International Associations.

This Committee consists of about 30 associations of an educational, social, religious,

The President again emphasised that the Council was dealing with questions on its agenda and nothing else.

The Council adopted the resolution, and appointed a committee of three members, composed of the representatives of France and Portugal, together with the Rapporteur, to follow the developments of the question.

charitable, etc., nature, which have during the past 10 years met to discuss a subject common to them all: education and peace. The recent meeting was chiefly devoted to the subject of unemployment among young intellectual workers and the necessity for finding a remedy by reforms such as the organisation of the employment of such workers, the creation and organisation of university and vocational centres of documentation and the institution of national and international employment bureaux, in co-operation with the League of Nations, the International Labour Office and the Paris Institute.

B. Advisory Committee on League of Nations Teaching.

Previous sessions of the Advisory Committee on League of Nations Teaching had studied questions such as the teaching of history, geography and modern languages from the point of view of the League and its ideals. Accordingly the Secretariat undertook a preliminary consultation of associations of secondary teachers and other competent groups, during which it obtained opinions and suggestions.

At the same time the Institute of Intellectual Co-operation has been co-ordinating the efforts of national committees for the revision of school text-books and has observed that important results had been obtained in that field. It has also continued the search begun last year for passages from text-books dealing with controversial questions which might be quoted as models. (See below.)

The Committee considered various suggestions from members which were worthy of further examination: suitable documentary information on the League to be placed in the hands of teachers; organisation of international camps for young people; extension of the system of exchanges of pupils, etc.

The Committee dealt more especially with the teaching of geography in relation to League of Nations teaching and considered that an enquiry into the problems and methods of

teaching geography in the secondary schools was necessary.

In order to assist the Committee in its work, and to enable it to lay down certain principles, a number of specialists on this subject had been invited to give it the benefit of their advice.

In the light of the opinions thus expressed, the Committee held that the fundamental ideas of the League were "an essential part of any study of human development and more especially of any study of the evolution of law and of the modern world."

As regards geography, the Committee thought that "a knowledge of the nature of human societies, their inter-relations and their environment is necessary for the cultivation of a spirit of peace and international understanding, and that the teaching of geography, suitably adapted to the age of the pupil, must contribute to the development of this spirit and facilitate the comprehension of the existence of a world order."

The Committee was also informed of the enquiry being made into the subject of modern language teaching as a means of imparting a knowledge of the intellectual qualities of different peoples.

II. *Scientific Study of International Relations.*

The Permanent Conference of Higher International Studies is now an additional autonomous body within the general framework of intellectual co-operation and has been growing in importance since 1928. Its progress is due to the fact that it tackles problems of foreign policy in a strictly practical and impartial spirit, endeavouring to find solutions for them from the teachings of history and the principles of sociology, political economy and law.

The number of groups formed in all countries of the world is increasing and governments have become interested in the movement, which has been generously encouraged by the Rockefeller Foundation.

The most recent subjects dealt with by the Conference are : State intervention in economic life, the possibility and conditions of an organisation of collective security, and peaceful methods of change as applied to certain particular problems.

For 1936 and 1937 the subjects chosen include the procedures for the peaceful settlement of disputes which have been applied in certain cases, over-population, colonies, migration and distribution of raw materials. They show the Conference's desire to achieve practical results.

Last May it met in Madrid to begin on these subjects and also adopted the plan for the 1937 Conference. For the moment it confined itself to definition, leaving the substance of the questions until next year. It prepared a scheme of work in some detail, touching on the difficulties of the problem and proposed solutions ; also on procedures of peaceful settlement that might be applied.

The 1937 Conference will be held in Paris in the month of June. The Intellectual Co-operation Committee considers that the programme suggested will be a valuable aid to the League in its work for mutual understanding, intellectual rapprochement and peace.

III. *Social Science.*

Man and the Machine.

Under this title, the Institute of Intellectual Co-operation and the International Labour Office have undertaken an enquiry into the social consequences of progress in mechanisation, and its effects on man, and the circumstances under which he lives.

The outlines of the investigation have been drawn up by the International Labour Office and the Institute. It will relate to mechanisation as a social phenomenon and a universal feature of modern civilisation. After the enquiry into mechanisation and society will come mechanisation and man. The plan has been submitted to certain specially qualified persons. On receipt of their replies, the enquiry will proceed further.

IV. *Conversations.*

The favourable reception given everywhere to the "Conversations" was a noteworthy feature of the development of intellectual co-operation in 1935 and 1936. These were first initiated by the Permanent Committee on Arts and Letters in 1931. The purpose was to secure the support of thinkers for the organisation of international relations and to complete the patient work of specialists by the study of the general problems that dominate our age.

Since that time, a number of experiments have been made. Each year there have been discussions between eminent representatives of intellectual culture. The "Conversations" have been held in a series of different towns : Frankfort, Madrid, Paris, Venice, Nice, Budapest* ; a variety of subjects have been dealt with and the number and eminence of those taking part show that the Intellectual Co-operation Organisation has met a real want.

Several "Conversations" are to take place in the coming months. There will be a meeting

* See Monthly Summary, 1936, No. 6, page 202.

of Latin-American and European writers at Buenos Aires on the occasion of the Congress of the Federation of P.E.N. Clubs. The subject of the discussion will illustrate the intellectual relations between America and Europe; it will touch on European and American culture, the literature of the two Continents and the future influence of Ibero-American literature world thought.

The Committee proposes to arrange for other Conversations, one being of a scientific nature. In agreement with Professor Biaobrzski, the Committee thought that the present progress of discoveries in physics and the revision of theories as to matter constitute such an upheaval of the old ideas that the immediate consequences of these recent conquests in human thought and in conceptions of life should be considered.

It also agreed that a "Conversation" between students might be very valuable and approved of the organisation of a meeting of this nature on the occasion of the tenth anniversary of the Committee of International Students' Organisations.

The Committee further decided to organise a Conversation in Paris during the coming Exhibition; the subject might be "The Future of Literature."

V. *Unemployment among Intellectual Workers.*

The Reform of Secondary Education.

The Intellectual Co-operation Committee has received requests from many quarters to take up the question of unemployment among young university graduates and in the liberal professions. The experience of the International Labour Office has taught the Committee that the question of unemployment amongst intellectual workers cannot be separated from the problem of unemployment as a whole. Nor would the Committee wish to arouse hopes that may not be fulfilled. It is convinced that the remedies to be recommended are chiefly national in character. The most effective would seem to be the creation of opportunities for work. This is proved by what various countries have so far been doing for the purpose. The Committee considered, however, that international action might be of great value; it should be in the nature of co-operation between University Information Bureaux. Such bureaux have not so far been established in all countries, and one of the results of international action will certainly be to bring them into existence.

An international secretariat will be necessary and will be set up at the Institute of Intellectual Co-operation, which will work in closest contact with the International Labour Office.

During these discussions on unemployment among intellectuals, the Committee was led to consider the reform of secondary teaching. Stagnation in the liberal professions is a consequence of the overcrowding of universities, and this arises out of the fact that secondary education has been almost exclusively regarded so far as a means of access to the university.

The Committee after reviewing the results of the Institute of Intellectual Co-operation's preliminary enquiry into the methods adopted or proposed in certain countries for a reorganisation of secondary education, so as to adapt it better to modern conditions, and took note of the data furnished by the International Bureau of Education and of its offer of assistance. The Institute was requested to continue its investigations and the Committee recommended that these should proceed in close contact with the administrations concerned and with qualified organisations, such as the International Bureau of Education, and also with the co-operation of competent teachers.

VI. *History Teaching.*

(a) *Revision of School textbooks.*—During the year, a certain number of national committees on intellectual co-operation have availed themselves of facilities placed at their disposal by the Casarès procedure for securing a revision of school textbooks by mutual agreement.

As a first step, the Paris Institute made a list of textbooks most frequently in use and published this in its Bulletin, in the chapter on School Textbooks and History Teaching.

The next stage was the examination by the national committees of the contents of these manuals and the settlement of points in dispute.

This work is already beginning to bear fruit. The Institute has collected from certain countries, especially Denmark, Finland, France, Netherlands, Norway and Sweden, a number of passages from textbooks on controversial points which, in its opinion, might serve as a practical example suitable for study and approval by national committees of other countries.

The Committee decided to place the revision of school textbooks on the agenda of the second general conference of national committees, on Intellectual Co-operation, to be held in Paris in 1937, and to draw the attention of these committees to the possibilities of revision

in accordance with the procedure laid down in the Casarès resolution.

(b) *Enquiry into history textbooks*.—Last year the Institute was instructed to make an enquiry into the history books in use in certain countries. The purpose would be to draw attention to chapters showing the progress already made in the drafting of certain passages.

At the same time a sub-committee of the Italian National Committee on Intellectual Co-operation has undertaken an enquiry, the result of which will soon be placed in the Institute's hands. A valuable and thorough investigation has also been made by the American Council of Education.

When all this information has reached it, the Institute will be able to publish a certain number of suitable examples of history textbooks, and the first stage in this endeavour will have led to fruitful results.

VII. *Exact and Natural Sciences.*

At the last session of the Assembly, it was proposed that closer relations should be established between the Intellectual Co-operation Organisation and the International Council of Scientific Unions, and it was decided to summon a meeting of scientific experts to consider the question as a whole.

The Expert Committee came to the conclusion that it was necessary to develop the Organisation's work in the field of the exact and natural sciences and proposed that a permanent Scientific Committee should be set up for this purpose. This Committee will hold annual sessions and will supervise the carrying out of the Organisation's scientific programme, and gradually provide for its extension in so far as the need arises and funds are available.

The Expert Committee considered the possible organisation of conversations on scientific subjects. Several of these might, it considered, be thus treated; for instance, the general consequences of the new theories in physics. But before embarking on such a technical subject, the Committee thought that these Conversations might be inaugurated with a wider and less abstruse subject such as the future of scientific research and of science in modern societies.

The Committee was informed of the negotiations in progress between the Intellectual Co-operation Organisation and the International Council of Scientific Unions. The preparation of a draft agreement was begun in 1935. It covers several methods of co-operation and will soon be laid before the International Council.

VIII. *Literature.*

The Committee was informed of what had been done by the Organisation in this field. 1935-1936 marks the beginning of the fourth year of the *Index Translationum*, an international repertory of translations; two new volumes, *Don Casmurro*, by Machado de Assis and the Essays of E. M. de Hostos have been added to those already published in the Ibero-American collection; a Japanese collection has been started, with the generous support of the Japanese Government, and the first work will be taken from 17th century literature, the *Hai Kai* of Bashô and his disciples.

The Committee also had to give an opinion on a proposal made by the Roumanian delegation at the sixteenth Assembly for the publication of "a selection of translations, into one or more of the world-wide languages, of representative classical works from the literatures of the various European regional languages"

The success of the Ibero-American and Japanese collections shows the interest that these publications arouse, and the Intellectual Co-operation Committee considered the possibility of generalising the system as the Roumanian proposal suggested, provided always that the new collections were placed on a similar financially sound basis.

IX. *Rules for International Architectural Competitions.*

In 1933, the United Kingdom Government asked the Intellectual Co-operation Committee's opinion as to the framing of rules for international competitions in architecture under the League's auspices. The Committee then stated its views in a preliminary way, emphasising, in particular, the importance of standard rules in accordance with the wishes of the chief associations in the profession.

The Committee, in forwarding its remarks to the Council, asked leave to consult a committee of experts.

This Committee could not meet till 1936. On this basis the Intellectual Co-operation Committee considered that the Intellectual Co-operation Organisation should only intervene for purposes of remedying any defects in the present position. It therefore recommended to the Council that a small committee of well qualified persons should meet in 1937 to prepare standard rules for international competitions in architecture and the allied arts.

The Committee likewise found that architecture and the allied arts raised other problems in the international field which the Intellectual Co-operation Organisation could

not overlook, and asked the Institute to obtain suggestions in this connection from the Committee of Architects.

X. *International Museums Office.*

The work of the International Museums Office and of its International Commission on Historical Monuments has been concerned with the following subjects :

(a) *International Agreements.*

(1) *International Convention for the Protection of National Artistic and Historical Possessions.*—The Draft Convention of 1935 has been re-drafted with due regard to the observations of Governments. The new draft was communicated to them on March 5th. The Intellectual Co-operation Committee has therefore asked the Council to convene a diplomatic conference at Paris in 1937 to adopt this new agreement.

(2) *Rules for International Art Exhibitions.*—This question was raised in 1930 at the Rome International Conference on the preservation of works of art. In 1935 the International Museums Office proposed that the Intellectual Co-operation Committee should agree to the principle of drafting rules to meet at the same time the needs of preservation and the requirements of culture. The conclusions reached by the International Museums Office, its Directors' Committee and the International Committee on Intellectual Co-operation are that there should be an interval of three years between different international exhibitions of the same nature, *i.e.*, devoted to the same school, the same masters or the same subjects. No work of capital interest should, in principle, be lent again for an exhibition before a period of that length has elapsed. To avoid overlapping, organisers of such exhibitions should register them with the International Museums Office six months before the date of opening. Proposed exhibitions so registered would be brought to the knowledge of the departments concerned.

The draft regulations also contain suggestions as to loans of works of art, buildings in which exhibitions are held, packing, transport, the hanging of pictures, etc.

(b) *Co-ordination.*

(1) *Preservation of Historical Monuments.*—The Commission on Historical Monuments, which has a fundamental question of doctrine to discuss, namely, town planning and the preservation of ancient monuments, will meet for the first time in 1937.

(2) *Excavations and International Co-operation.*—A Conference of Experts will meet at

Cairo in February, 1937, on the invitation of the Egyptian Government. The problem of excavations will be studied at this Conference in its legal, administrative and technical aspects.

(3) *International Repertories of Collections.*—The Museums Office is engaged in the preparation of repertories of the following collections: Egyptian, Greek and Gallo-Roman antiquities; collections of pictures and coins of the period prior to Columbus; Far-Eastern and Byzantine Art collections; collections of instruments of music.

XI. *Intellectual Rights.*

In 1935 the Committee instructed the Institute of Intellectual Co-operation and the Rome International Institute for the Unification of Private Law to endeavour to harmonise the main international systems governing authors' rights, the Berne Convention and the Pan-American Convention of Havana.

As a result of discussions at Rio de Janeiro in October, 1935, and in Paris in April, 1936, the Committee concluded that the amalgamation of the two Conventions was not possible. It was at the same time informed of the preparation of a new Convention with the object of reconciling the principles common to these two instruments and capable of forming the basis of a universal system of authors' rights. A Conference may be held for this purpose in Brussels in September, 1937.

XII. *General Conference of National Intellectual Co-operation Committees.*

In 1935 the Committee decided that the second general conference of national committees on intellectual co-operation committees should be held in Paris during the 1937 exhibition. There are at present 32 such committees.

The Conference will be presided over by Professor Gilbert Murray, and its agenda will include a discussion on progress since the last meeting in 1931, an exchange of views on the activity and working of national committees, and the discussion of a general problem of immediate interest, such as the part played by intellectual co-operation in the organisation of the present-day world.

XIII. *The 1937 Exhibition.*

Thanks to the generous support of the General Commissioner of the Exhibition of Technical Arts in Modern Life, to be held at Paris in 1937, an "International Co-operation Month" has been arranged for July next, to include the Tenth Session of the Permanent Conference of Higher International Studies, the Nineteenth

Session of the International Committee on Intellectual Co-operation, a Conversation under the auspices of the Permanent Committee on Arts and Letters, the Second General Conference of National Intellectual Co-operation Committees, the Advisory Committee on League of Nations Teaching and perhaps the first meeting of the International Commission on Historical Monuments.

XIV. *International Institute for the Unification of Private Law.*

The report submitted to the Intellectual Co-operation Committee by the Institute relates to that part of its work which involves co-operation with the Intellectual Co-operation Organisation for the protection of intellectual rights, including the summoning at Paris of a meeting for the purpose of harmonising the Berne and Havana Conventions. It is hoped that by co-operation between the Rome and Paris Institute progress will be made in attaining this end.

Other questions examined by the Institute of Private Law were the rights of translators, of performing artistes and of persons helping in the production of films.

XV. *International Educational Cinematographic Institute.*

As in previous years, the Committee examined the report of this Institute on different branches of its work and noted that the Encyclopædia of the Cinema was completed. This is a work that has been in execution for several years and has now appeared in a number of volumes, forming a valuable source of information on all matters connected with the cinema.

The Committee also took note of the considerable growth in the number of accessions to the Convention for Facilitating the International Circulation of Films of an Educational Character.

The measures taken by the International Television Centre attached to the Institute, with a view to perfecting its means of information and developing its international activity, were also noted with considerable interest. The fact that the Centre has a laboratory and an experimental station available for research is a most noteworthy achievement.

XVI. *Paris Institute of Intellectual Co-operation.*

The Paris International Institute has had to bear the burden of almost all the intellectual co-operation work, as the International Committee, the Executive Committee and the Governing Body of the Institute gratefully recognised.

The International Committee drew special attention to this fact, not only on account of the standard of the work done, but also in view of the difficult material conditions under which it had often had to be performed.

XVII. *Appointments.*

The Committee decided to renew for a period of three years the term of office of two of the outgoing members of the Executive Committee, M. Castillejo and M. de Reynold. It also appointed the following to the Committee for three years: M. Julien Cain, Sir Frank Heath and Mr. Malcolm Davis.

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The Committee decided to appoint M. Paul Hymans, Belgian Minister of State to the Permanent Committee on Arts and Letters, in the place of the late M. Jules Destree; also M. Pirandello, the well-known Italian dramatist; M. Bojer, the Norwegian author; and Mlle. Gabriela Mistral, the Chilean poetess, to replace Messrs. Paribeni, Ostberg and Costa du Rels, who were not eligible for re-election.

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The following appointments were made to the Advisory Committee for League of Nations Teaching for a period of three years: Professor Gilbert Murray and M. Castillejo (re-appointed). M. Huizinga to replace Professor Shotwell.

As assessor for a period of three years: Mme. Dreyfus-Barney.

* * *

M. Salvador de Madariaga was appointed for a period of two years, to the chairmanship of the Governing Body of the International Museums Office.

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The under-mentioned were appointed to represent the Committee on the Advisory Committee of Intellectual Workers of the International Labour Organisation: M. Julien Cain and M. Ostertag, Director of the International Bureau of Industrial, Literary and Artistic Property, Berne.

As substitute: M. Bersou of the Belgian National Committee.

The following organisations were represented at the session of the Joint Committee of Major International Associations:

Boy Scout International Bureau.

Carnegie Endowment for International Peace (Consultative).

Catholic International Union for Social Service.

Catholic Union for International Studies.

International Alliance of Women for Suffrage and Equal Citizenship.

International Bureau of Education.

International Confederation of Students.

International Conference of Associations of Disabled Soldiers and Ex-Service Men.

International Council of Women.

International Federation of Associations of Secondary Teachers.

International Federation of Home and School.

International Federation of League of Nations Societies.

International Federation of Teachers' Associations.

International Federation of University Women.

International Student Service.

International Union of Women's Catholic Leagues.

International University Federation for the Principles of the League of Nations.

League of Red Cross Societies.

Save the Children International Union.

Society of Friends (Quakers).

Universal Christian Council for Life and Work.

Women's International League for Peace and Freedom.

World Alliance for Promoting International Friendship through the Churches.

World's Alliance of Young Men's Christian Associations.

World Association for Adult Education.

World Association of Girl Guides and Girl Scouts.

World Federation of Education Associations.

World's Student Christian Federation.

World's Young Women's Christian Association.

The following attended the meeting of the Advisory Committee for League of Nations Teaching :

Professor Gilbert Murray (British), Chairman, former Regius Professor of Greek in Oxford University.

M. J. Castillejo (Spanish), Professor of the Institutions of Roman Law, Madrid University.

Mr. Malcolm Davis (American), (substitute for Dr. Shotwell), Director of the Carnegie Fund for International Peace, Paris.

Member of the former Sub-Committee of Experts on the Training of the Young in the Aims of the League of Nations :

Mme. L. Dreyfus-Barney (French), Chairman of the Cinematograph and Broadcasting Committee of the International Council of Women.

Assessors :

Dr. Oskar Benda (Austrian), Hofrat, General

Inspector of Secondary Education, Vienna.

Mr. W. Fitzgerald (British), Senior Lecturer in the University of Manchester.

M. Stein Schibsted (Norwegian), Professor in the Nissen Secondary School for Girls, Oslo.

M. E. Schmid (Swiss), President of the Swiss Society of Professors of Geography in Secondary Schools and of the Geographical Society of Eastern Switzerland.

M. G. Legaret (French), Inspector-General of Secondary Education, Paris.

M.-Jean Piaget, Professor in the University of Geneva, Director of the International Bureau of Education, Co-director of the University Institute of Educational Sciences.

M. Th. Ruysen, Professor, Secretary-General of the International Federation of League of Nations Societies.

Mr. S. H. Bailey, London School of Economics.

M. L. Bersou, Barrister, Secretary of the Belgian National Committee.

Professor Ants. Piip, Vice-President of the Estonian National Committee.

The following were present at the meeting of the Committee of Scientific Experts :

M. C. Biaobrezski, Professor of Physics at Warsaw University.

M. Blas Cabrera, Director of the Spanish National Institute of Physics and Chemistry, Professor at Madrid University.

Mr. F. A. E. Crew, Director of the Institute of Animal Genetics, University of Edinburgh.

M. Bohumil Nemec, Director of the Plant-Physiological Laboratory of Charles University, Prague.

M. Paul Langevin, Professor at the College of France, Paris.

M. M. Plancherel, Director of the Swiss Federal Polytechnic.

M. A. A. J. de Sigmond, Professor at the Palatin Joseph University of Economic and Technical Science, Budapest.

M. E. Spath, Director of the University Chemical Laboratory, Vienna.

Mr. Harry M. Miller, Professor of Zoology in St. Louis University, United States.

The following attended the eighteenth session of the International Committee on Intellectual Co-operation :

Professor Gilbert Murray (Chairman), former Regius Professor of Greek at Oxford University.

M. M. Anesaki, Member of the Imperial Academy, Tokio, Professor of the Philosophy of Religion in the University of Tokio.

M. C. Biaobrezski, Professor of Physics in the University of Warsaw.

M. J. Castillejo, Professor of the Institutions of Roman Law at Madrid University.

M. J. Dantas, ex-Minister, President of the Academy of Science of Lisbon.

Mr. Malcolm Davis (replacing Dr. Shotwell), Director of the Carnegie Endowment for International Peace, Paris.

Count Degenfeld-Schönburg, Professor of National and Political Economy in the University of Vienna.

M. Belaunde (replacing M. Garcia Calderon), Minister of Peru at Berne, Permanent Delegate to the League of Nations.

M. J. Cain, Administrator-General of the *Bibliothèque Nationale*, Paris.

M. P. C. Chang-Hu (replacing Dr. Wu Shi-Fee), Professor of the Philosophy of Education at Nankai University, Tientsin.

M. J. Huizinga, Professor of History at the University of Leyden.

M. G. Opreescu (replacing M. Titulesco), Professor of the History of Art at the University of Bucarest.

M. V. Sokoline (replacing M. Ossinsky-Obolensky), Counsellor to the Embassy of the U.S.S.R. in Paris.

Sir Sarvapalli Radhakrishnan, Vice-Chancellor of the Andhra University, Waltair,

India, Professor of Philosophy in the University of Calcutta.

M. G. de Reynold, Professor in the University of Friburg, President of the Catholic Union of International Studies, Corresponding Member of the Institute of France.

M. J. Susta, Professor of General History in the Charles University, Prague, former Minister of Public Instruction.

Madame Cécile de Tormay, Hungarian Authoress.

Sir Frank Heath, former Honorary Director of the British Empire Universities Bureau, Fellow of University College, London.

M. L. Bersou, Advocate at the Court of Appeal, Secretary of the Belgian National Committee.

Professor Ants. Piip, Vice-President of the Estonian National Committee.

M. Roberto Gache, Counsellor to the Argentine Embassy in Paris.

M. Manuel Arocha, Permanent Delegate of Venezuela to the League of Nations; and

Mr. William Magennis, Professor of Metaphysics at University College, Dublin, as observer.

V.—PROTECTION OF MINORITIES.

SETTLEMENT OF THE ASSYRIANS OF IRAQ.

On July 4th the Council examined a Report from the Special Committee on its work during the past six months for the settlement of the Assyrians of Iraq in the States of the Levant under French Mandate.

In its report the Committee states that the Assyrians in Iraq were consulted individually as to their desire to take advantage of the plan of settlement in the Ghab. Out of 21,671 persons belonging to 5,247 families, 14,259 were in favour of the plan, 59 were against and 7,353 left the matter to their tribal chiefs, who have not yet stated their views. At the request of the Iraqi Government, the Committee transferred 2,500 Assyrians to the Khabur between June 28th and 30th.

A statement is given of the practical difficulties met with by the Committee in carrying out this plan, together with the political considerations to which the French Government drew its attention. That Government thought that the proposed adaptation of the Ghab region and the settlement of Assyrians in that valley involved grave technical and political risks. The scheme had little chance of success unless the Nationalist opposition in the Levant to the establishment of a Christian minority in the immediate neighbourhood of the centre of Moslem resistance was kept in check by the firm-

ness of an administration drawing its moral authority both from the League and from its own disinterestedness and impartiality. The French Government formerly thought that it would need about five years in which to prepare, in the best interests of the country, for the transfer of authority which must be the normal end of the Mandate, and contemplated retaining all its powers during that period. But the process now seemed likely to be appreciably accelerated by new developments. An earlier transfer of the responsibilities of Government to the local administration would, it was considered, radically alter the situation. The political difficulties would take on their full significance under the new conditions. Left to itself, the local administration would not be able to overcome them and they would in the future be much more serious, since the political atmosphere tended to aggravate them. The French Government drew the Committee's attention to the new situation at a time when the expenditure actually incurred was still very small and emphasised the advisability of abandoning forthwith a scheme which, so far as could humanly be foreseen, was henceforth likely to be deprived of the support that alone rendered the chance of success at least equal to the risk of failure.

The Committee, after considering the situa-

tion in the light of the French Government's information, reached the conclusion that it could no longer proceed with the scheme for establishing the Assyrians of Iraq in the plain of the Ghab and was therefore obliged to propose to the Council that it should be abandoned.

In his report to the Council, M. Barcia (Spain) said that despite the very deep regret which the Council must feel at the necessity for abandoning a plan of which it had recognised the great advantage, it could hardly do otherwise than bow to the force of circumstances and accept its Committee's proposal. The Committee which for nearly three years had been making persevering efforts to find, within the scope of the instructions it had received from the Council in October, 1933, a satisfactory solution of the problem of the settlement of the Assyrians of Iraq, was determined to continue its efforts with the same energy as before. M. Barcia thought that the terms of the Committee's mandate were still valid and might be adapted to the new situation.

Sabih Bey Najib (Iraq), who had come to the Council table, stated that his Government deeply regretted the delay in the settlement of the Assyrians. It had believed the problem to be solved by the acceptance of the scheme for settlement in the Ghab region. His Government had been desirous that the Assyrians should be permanently and suitably settled in the shortest possible time, in a place where they could live in peace, and had always been ready to assist the project by granting administrative facilities. It had also made a financial contribution which, having regard to the economic position of the country, had been excessively generous. The Government desired to thank the Council, M. López Oliván, Chairman of the Committee, and the Governments of States which had helped in the endeavour to settle this problem. He renewed the assurances given by his predecessors that, until a satisfactory solution had been found, the Assyrians in Iraq would continue to enjoy full security.

M. Delbos (France) said that his country, as Mandatory for the countries of the Levant, had favourably viewed the execution of a plan having eminently humanitarian aims. He regretted that the trend of events had rendered impracticable the highly praiseworthy efforts of the League of Nations. The Assyrian colony settled on the Khabur would still enjoy the guarantees which the mandate, or any other régime which might be substituted therefor, would always afford to minorities, and he associated himself with the thanks offered by the Iraqi representative to M. López Oliván

and the Committee over which he presided.

The President, Mr. Eden (United Kingdom), said that the Council much regretted the fact that the settlement of the Assyrians in the mandated territories of the Levant had been found to be impracticable as a result of political developments which nobody could foresee when the plan had been adopted in September, 1935. He also wished to express his Government's disappointment at the fact that, once more, a scheme which had bid fair to solve this most difficult question should have to be abandoned. But he thought that, in the circumstances, the Committee had taken the wisest decision. It would serve no purpose to dwell upon the past. They must concentrate on the future and on making another effort to find a lasting and satisfactory means of carrying out what had been rightly described as a "work of appeasement and humanity." He was, therefore, glad to note that the Committee, far from allowing itself to be discouraged by this latest check, intended at once to set about finding another solution. He expressed the Council's gratitude to M. López Oliván for the able manner in which he had carried out his duties and for his intention to continue to hold the chairmanship, and added that he was sure the Council could rely on the Iraqi Government to guarantee the security of the Assyrians in Iraq.

M. Barcia thanked the President and other speakers for their kind remarks regarding his fellow-countryman, M. López Oliván.

On the Rapporteur's proposal, the Council instructed its Committee to continue its efforts and in particular to undertake a general study of the situation, so as to be in a position to inform the Council whether the settlement of those Assyrians of Iraq who still wished to leave that country was at present practicable. It also authorised the Committee to take any administrative and technical steps which the abandonment of the Ghab plan might render necessary, and reminded the Iraqi Government of its declaration made at Bagdad on May 30th, 1932, when the mandatory régime was coming to an end, and expressed its confidence that that Government would continue to take measures for the security and welfare of the Assyrian population. The Council was also confident that the Assyrians of Iraq would continue, in their own interests, to loyally observe the laws of the country, and that they would refrain from any action which might give cause for complaint regarding their conduct. It invited the Government of Iraq to bring the reports of the Committee and of the Rapporteur to the knowledge of the Assyrians.



VI.—SOCIAL AND HUMANITARIAN QUESTIONS.

I. SLAVERY.

Work of the Advisory Committee of Experts.

The report of the Advisory Committee of Experts on Slavery on its third extraordinary session was considered by the Council on July 4th.

The five chapters relate to: the Slavery Convention of 1926; slave raids, the slave trade, and captured slaves; born slaves, and other institutions such as slavery for debt, pawning, peonage, the Mui-tsai system, serfdom, etc.

In each chapter the Committee outlines the position in the various territories separately, in the light of information supplied by Governments. It also formulates special and general recommendations and conclusions. The following is a summary of certain of its general remarks.

There are also an Introduction and Conclusions and, as annexes, a number of communications from Governments.

Introduction.

In the Introduction the Committee states that it had before it documents supplied or communicated by the Governments of Belgium, the United Kingdom, China, France, India, Iraq, Italy, the Netherlands and Portugal concerning the question of slavery in the territories under their authority.

The Committee also took note of three documents from the Italian Government which, besides the passages relating to the Italian colonies, also concerned the situation which the Italians had found in Ethiopia in the matter of slavery. It was decided to transmit the parts of these documents relating to Ethiopia to the Council in accordance with Article 16, paragraph 2, of the Committee's Rules of Procedure, which provides that if a communication concerning any country is submitted by the Government of another State, the Committee shall forward it to the Council with a view to its transmission for observations to the Government of the country concerned.

The Committee also mentions that it has received a number of studies and memoranda prepared by its members and two resolutions from the Council for the Representation of Women in the League of Nations, as well as a communication from the London Missionary Society.

Slavery Convention of 1926.

The 1926 Convention is now binding upon forty-three States, of which twenty-eight have

ratified it. These are: Australia, Austria, Belgium, United Kingdom, Bulgaria, Canada, Cuba, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Greece, India (with reservation), Italy, Latvia, Liberia, Netherlands, New Zealand, Norway, Poland, Portugal, Rumania, Spain (with reservation), Sweden, Union of South Africa, Yugoslavia.

There have been fifteen accessions, those of: Afghanistan, Ecuador, Egypt, Haiti, Hungary, Iraq, Irish Free State, Mexico, Monaco, Nicaragua, Sudan, Switzerland, Syria and Lebanon, Turkey, United States of America (with reservation). * The Dominican Republic has acceded subject to ratification.

Eight States which signed the Convention have not yet ratified it: Albania, China, Colombia, Ethiopia, Iran (with reservation), Lithuania, Panama and Uruguay.

Twenty-two States have not accepted the invitation to accede to the Convention: Argentine, Bolivia, Brazil, Chile, Costa Rica, Free City of Danzig, Guatemala, Honduras, Iceland, Japan, Liechtenstein, Luxemburg, Nepal, Paraguay, Peru, Salvador, Sa'udi Arabia, San Marino, Siam, Union of Soviet Socialist Republics, Venezuela, Yemen.

The Committee points out that of the forty-three States which are parties to the Convention, the majority have acceded, although there is no longer any slavery in their territories, for the purpose of giving their moral support to its general principles, namely, the suppression of slavery in the countries where it may still exist. The great majority of the thirty-one States not yet parties to the Convention are as free from slavery in all its forms as are the States which are parties.

The Committee trusted that all these States would, without further delay, ratify or accede to the Convention.

Slave Raids, Slave Trade and Captured Slaves.

The Committee observed that in bygone centuries slavery was a feature inherent in former civilisations or in the conditions of life in certain countries in Europe, Asia and Africa. In modern times—and even since the abolition of the slave trade to the American colonies—it has been the sad privilege of the "Black Continent" to retain this hideous scourge.

There are practically no slave raids at the present day except in certain parts of Africa; and it may now be said of nearly every country in Africa that, if a raid ever takes place, it is

in the nature of a frontier foray between hostile tribes or an act of brigandage by a few desperate men. Such raids and captures in these countries must be regarded as isolated crimes, against which the Governments take every precaution and for which they inflict the heaviest penalties.

It is necessary to make a distinction between the question of captured slaves and that of born slaves, and the Committee recommends that in those districts where legislation has not yet succeeded in absolutely preventing individuals from being enslaved as a result of abduction, capture or any other action, suitable steps should be taken by the competent authorities.

As regards the liberation of captured slaves, the first step should be the enactment of legislation, making it an offence punishable by very severe penalties for anyone knowingly to keep as a slave a person who has been enslaved under the above conditions. The supply of slaves—that is their capture and sale—is dependent on the demand of purchasers, and the slave trade will disappear as soon as an end is put to this demand by making it a punishable offence to own a captured slave.

The second measure recommended by the Committee is the effective liberation of captured slaves. The liberation of such slaves as were captured before the legislation referred to might be accompanied by certain measures of compensation, such as grants paid by the authorities.

The Committee points out that captured slaves are in a special category, entirely different from other classes of slaves. Their liberation would not be prejudicial to the social and economic life of a country; for the emancipation of persons who were formerly free men is no more than an act of elementary justice.

Born Slaves.

By born slaves are meant the descendants of captured slaves who are slaves for the reason that their parents or forefathers had been enslaved.

Theoretically they are absolute slaves in that they are completely the property of their owner, who has full rights over their persons and can sell or dispose of them as he pleases. In some countries the owners' rights are still in full force, in others, as the result of more humane ideas, the theoretical rights have diminished to such an extent that the power of sale has completely disappeared and that the curious condition of voluntary slavery is all that remains.

The Governments parties to the 1926 Convention have abolished the status of slavery simultaneously with the capture, trade in and sale of slaves. However, domestic slavery is an institution of a special character, corresponding in most cases to local circumstances for which allowance must still be made. Thus, even if the legislation of these countries forbids all forms of slavery, the authorities, for practical reasons, are obliged, in the very interest of the domestic slaves emancipated *de jure*, not to force the latter to break the customary bond connecting them with their masters, though such rupture is always legally possible.

In the majority of cases, these people remain where they are because there are real ties of habit between them and their employers, because they are well treated, and because they do not wish to go elsewhere or to do anything else. On the other hand, it would be wrong to assume that a person's remaining with his or her former owner in a condition of slavery, however nominal, necessarily means that that person is, in fact, content to do so. There may be some practical reasons, over which the person has no control, which prevent him or her from leaving and finding employment elsewhere. First, they may be afraid of persecution or oppression if they avail themselves of the law. Secondly, the system of land tenure in the country may make it impossible for them to obtain any land which they can cultivate and thereby earn their own living; the land tenure system of some countries in which "debt-slavery" still exists is almost entirely, if not entirely, the cause of the continuance of this situation. Thirdly, even in the countries where Government land is available, they may be prevented by their abject poverty from obtaining the implements with which to cultivate the soil or to build a house. Furthermore, the mental helplessness of a depressed class, as the almost inevitable result of the conditions in which they live and their forefathers lived, may sometimes present a practical obstacle of great difficulty.

The Committee points out that the Council, in its resolution of December 11th, 1923, had under consideration the economic and social situation of emancipated slaves, and trusts that Governments will make a careful investigation of the situation of these slaves with a view to such remedial measures as may be appropriate. It asks Governments which have made loans to newly emancipated slaves or have settled them in special villages to supply information on this subject.

As regards certain Mohammedan areas outside European colonies where the status of slavery still exists, there is reason to hope, in view of the local economic and religious conditions, that a favourable evolution may occur. The Committee is accordingly convinced that the present trend of Mohammedan thought, which tends to place ever-increasing emphasis on the liberal attitude of the Koran and tradition (Sunnah) to slavery, warrants the belief that the change desired by the Committee will be effected in course of time.

The Committee observes that the Mohammedan religion very largely encourages the liberation of slaves, and that in essentially Mohammedan countries—Egypt, Afghanistan, Morocco, Tunisia, Iraq, etc.—the liberal nature of Mohammedan doctrine has been reinforced by widespread application.

Other Institutions.

(a) *Debt Slavery, Pawning and Peonage.*—In theory at least, debt slavery is only a temporary form, for the assumption is that the slavery ends as soon as the debt is repaid. In practice, however, the conditions in which the debt slave lives are often of such a nature that repayment is an impossibility and the debtor is therefore a slave for life. Even worse than this may sometimes happen, for in some systems there are cases in which the debt is "hereditary" and after the death of the debtor is transmitted to his children and children's children.

The Committee however thinks that it should be made quite clear that this does not amount to slavery "within the definition set forth in Article 1 of the 1926 Convention," unless any or all of the Powers attaching to the right of ownership are exercised by the master.

Although the information on the subject of the various forms of debt slavery is very incomplete, it would appear that the existence of two classes of slavery can be admitted: (a) Household and domestic debt slaves; (b) Agricultural debt slaves.

The liberation of slaves of the first class is a comparatively simple matter; but, in countries where this class prevails to such an extent as to form an important part of the social system, the change should be gradual, for there is a very real danger of social and economic dislocation during and after liberation. The method of gradual liberation (where for any reason a proclamation of immediate liberation is inadvisable) must depend upon local circumstances. The adoption of legislation with penal clauses and effective administrative action should prevent any free person from becoming a debt slave.

The problem of the agricultural debt slaves is exceptionally difficult. The root of the trouble perhaps lies in the system of land tenure, under which a few favoured persons own most of the land and the peasantry are landless folk, dependent upon them for permission to cultivate the soil. In some places, it may well be that the system is almost indistinguishable from serfdom, and, in such cases, it may be difficult to say whether the persons are in debt because they are serfs, or whether they are serfs because they are in debt. It is possible that there is more human misery as the result of debt slavery than exists anywhere as the result of domestic slavery.

The Committee considers that, if pawning is a cloak for various forms of slavery, it is for the Governments concerned to see that this state of affairs should gradually disappear.

(b) *Serfdom.*—It is possible to have a fairly clear impression that "serfdom" is quite different from "slavery" without having any idea where the difference lies. Broadly speaking, we may say that a "slave" is a person who is either the victim—or else is the descendant of a victim—of an act of personal violence, resulting in capture and subsequent detention and use as an article of property; and that the services rendered by a "serf" are connected sometimes with the relationship between one tribe and another, sometimes with the fact that his lot is bound up with that of agricultural land or grazing grounds, occasionally with employment in or around the household of a "master," and, in some cases quite possibly, are a curious medley of all three. It is true that the treatment of born slaves—as the result partly of the growth of humane ideas in the country, partly of the progress in the social and economic development of the people and partly of an awakening desire for freedom amongst the slaves themselves—has in many places become so mild that they are nearly indistinguishable from serfs. It is important however, to keep the fundamental distinction clearly in mind, and to realise that the status of serfdom is a condition "analogous to slavery" rather than a condition of actual slavery, and that the question whether it amounts to slavery within the definition of the Slavery Convention must depend upon the facts connected with each of the various systems of serfdom.

The Committee hopes that the Governments of all countries in which any form of serfdom still exists will be good enough to supply information on the subject. The publication of detailed information would be of value, because frank disclosure of the facts would sometimes enable

the remedy to be found, and because the example of one country would be an encouragement to every other country.

A passage is also devoted to the "Mui Tsai" system and to the quasi-adoption of children, in regard to which the Committee asks Governments for additional information.

Conclusions.

In concluding its report, the Committee reiterated the hope that the Slavery Convention of September 25th, 1926, may be ratified without further delay by those States which, having signed or acceded to it, subject to ratification, have not yet ratified, and likewise expresses the hope that such States as have been invited to accede and are not yet parties to the Convention will consider the possibility of acceding thereto.

It also expressed the hope that Governments will continue to supply as full and accurate information as possible, and finally suggested that the Council should bring its resolutions and recommendations to the notice of the Governments concerned.

These conclusions were approved by the Council, which adjourned for the time being its decision as to whether the Italian Government's information in regard to slavery in Ethiopia should be forwarded to the Government concerned.

2. REFUGEES.

Status of Refugees coming from Germany.

The Inter-Governmental Conference convened to establish the legal status of refugees coming from Germany* met at Geneva from July 2nd to 4th, and adopted a provisional arrangement concerning these refugees.

Fifteen countries were represented at the Conference: Belgium, the United Kingdom, Czechoslovakia, Denmark, Ecuador, France, the Irish Free State, Latvia, the Netherlands, Norway, Poland, Roumania, Sweden, Switzerland, Uruguay. The United States of America and Finland sent observers.

* * *

The provisional arrangement adopted by the Conference contains a definition of the term Refugee coming from Germany. For the purposes of this arrangement the term is deemed to apply to any person who was settled in that country, who does not possess any nationality other than German nationality, and in respect of whom it is established that, in law or in

fact, he or she does not enjoy the protection of the Government of the Reich.

The arrangement then deals with the issue and renewal of certificates of identity, and with the effects of such issue. The Contracting Governments shall issue to refugees coming from Germany and lawfully residing in their territory an identity certificate in conformity with a model attached to the arrangement, or some other document having the same object. As a transitory measure, this certificate may be issued to refugees whose residence in the territory on the date of coming into force of the arrangement was irregular, if they report themselves to the authorities within a time-limit to be determined by the Government concerned.

The issue of the certificate shall be subject to certain conditions. It shall be valid for one year and can be renewed or extended by the State issuing it until such time as the holder shall have been able to obtain a fresh certificate.

Without prejudice to the State's power to regulate the right of residence, the holder of the certificate shall be entitled to move about freely in the territory of the country in which it has been issued. He may leave that country and return to it during the period of validity. The competent authorities of the country to which the refugee desires to proceed shall, if it is prepared to admit him, visa the identity certificate, and the intermediate countries undertake to grant facilities for the issue of transport visas to refugees who have obtained visas from the country of final destination.

The arrangement further provides that, in every case in which a refugee is required to leave the territory of one of the contracting countries, he shall be granted a suitable period to make the necessary arrangements. Without prejudice to the measures which may be taken within the country itself, refugees who have been authorised to reside in a country may not be subjected by the authorities of that country to measures of expulsion or reconduction to the frontier unless such measures are dictated by reasons of national security or public order. Even in this case Governments undertake that refugees shall not be reconducted to the frontier of the Reich unless they have been warned and have refused to make the necessary arrangements to proceed to another country or to take advantage of the arrangements made for them with that object. In such case the identity certificates may be cancelled or withdrawn.

* See Monthly Summary Vol. XVI., No. 1, page 25.

As regards the legal standing of refugees, the arrangement provides that the personal status of those who have retained their original nationality shall be governed by the rules applicable in the country concerned to foreigners possessing a nationality. Save as otherwise previously provided by treaty, the personal status of refugees having no nationality shall be governed by the law of their country of domicile, or failing such, by that of their country of residence.

In countries where these matters are governed by the national law of the parties, rights acquired under the former national law of the refugee, for instance those resulting from marriage, such as the matrimonial régime, the legal capacity of married women, etc., shall be respected, subject to compliance if necessary with the formalities prescribed by the law of their country of domicile or, failing such, by that of their country of residence.

In the territories of the States parties to the present arrangement, refugees shall have free and ready access to the courts of law. They shall enjoy the benefit of legal assistance and be exempt from *cautio judicatum solvi*, in the countries in which they have their domicile or regular residence.

There are, further, certain formal clauses, to the effect that the arrangement, which is drawn up in French and in English, may be signed on behalf of the Government of any Member of the League of Nations, or of any non-Member State to which the Council of the League shall have communicated a copy for that purpose. It shall come into force thirty days after the Secretary-General shall have received signatures on behalf of at least two Governments. In respect of each Government on whose behalf a signature is subsequently deposited, the arrangement shall come

into force on the thirtieth day after the date of such deposit. It may be denounced at any time. Denunciation shall be effected by a written notification addressed to the Secretary-General, who will notify the States parties to the arrangement. The denunciation shall take effect forty-five days after the receipt of such notification.

Finally, the formal clauses contain a series of provisions as regards the applicability of the arrangement to the colonies, protectorates, overseas territories, etc., of the States signatories.

After agreeing to adopt this arrangement regarding the status of German refugees, the Conference, thinking it would be very desirable for it to come into force as soon as possible, recommended that Governments which might require parliamentary approval for certain parts of the arrangement should, none the less, bring into force without delay those parts for which a simple administrative decision would be sufficient.

* * *

The provisional arrangement was signed by the delegates of the following Governments: Belgium (for the home territory only and *ad referendum*), Denmark, France (for the home territory only), the Netherlands (for the home territory only and *ad referendum*), Norway (*ad referendum*) and Switzerland (*ad referendum*).

The Final Act was signed by the delegates of Belgium, Czechoslovakia, Denmark, France, the Netherlands, Norway, and Switzerland, and by the President of the Conference, M. Guani (Uruguay), the Vice-President and the Secretary-General of the Conference representing the Secretary-General of the League.

As the signatures of France and Denmark are definitive, the provisional arrangement will come into force on August 4th, 1936.

VII.—TECHNICAL ORGANISATIONS.

I. HEALTH ORGANISATION.

Meeting of the Bureau of the Health Committee in Moscow.

At the invitation of the People's Commissar for Public Health in the U.S.S.R., the Bureau of the League's Health Committee, assisted by several experts, held one of its periodical sessions from June 22nd to 29th last in the palace of the People's Commissars at Moscow. The People's Commissar Kaminski and the members of the Narkomsdrav took part in the discussion, which related mainly to rural hygiene and nutrition. These are subjects on which

the Health Organisation already has the advantage of the co-operation of experts and of specialist institutions in the U.S.S.R.

After the Bureau's session ended, several members and experts were invited by the Commissar of Public Health to make a tour of the U.S.S.R., thus visiting Leningrad, Gorki, Rostov-on-the-Don, Tiflis, Batoum, Sochi, Yalta, Zaporozh, Kiev, Novorossiysk and Sevastopol. They had an opportunity of looking at various aspects of the social medicine and public health problem in this vast country and of seeing how the matter is being treated

in the Federation of Republics, the autonomous Republics, municipalities, rural districts and villages, and in the home and the farm.

For the purpose of studying various problems visits were paid to a series of Institutions: Institutes of Experimental Medicine; Graduate School for the Medical Profession; Institutes of Bacteriology, Plague Research, balneotherapy, dietetics; to lying-in hospitals, creches, child welfare centres, dispensaries, dairies, watering places and health resorts, sanatoria, rest homes, pioneer camps, kolkhoses, sovkhoses, agricultural machinery, ball-bearing and motor factories, the Dnieprogees, barrage and power station, etc.

These visits were carried out under the guidance of Professor Bronner, member of the League's Health Committee, and of Dr. Rakowski.

It appears that, as a general rule, the proportion of funds allotted to public health in the budgets is as much as 35 per cent.

The problem of free medical attention has been effectively settled. The work done on behalf of women before, during, and after child-birth is to be noted, and also the manner in which the hygiene of maternity has penetrated even as far as the Kolkhose. In many cases the expectant mother can obtain a midwife and come to lie-in at the maternity home of which the latter is in charge.

As regards infants, creches and welfare centres are found throughout the country. The 1937 plan provides for a large increase in the number of these centres. This shows the interest taken by the Government in the health of the very young.

The same interest is displayed on behalf of the school child and the adolescent, as is shown by the pioneer camps and the development of physical training in the U.S.S.R.

The interest taken in the health of the worker is no less manifest, as is shown in the growth of a watering place and health resort like Sotchi. The huge sanatoria where treatment is combined with rest and recreation are centres of recuperation which have a most beneficial influence on the capacity for work of the individual.

Special attention was paid by the Health Committee to the subjects which it is already investigating with the help of U.S.S.R. specialists, such as biological standardisation, the anti-malaria campaign, nutrition, and housing.

For biological standardisation the Soviet Union has at Moscow an Institute for controlling

sera and vaccines, which uses the international standards established by the Health Organisation when testing sera prepared by the many bacteriological institutes within the Union. The output of these institutes is considerable, as may be seen from the number of preventive inoculations against typhoid, dysentery, diphtheria, and rabies, not to mention small-pox vaccination which is compulsory.

In connection with the campaign against malaria, the group visited the Sormovo zone near Gorki, in which experiments are being made, in close contact with the Health Committee's Malaria Commission, as to the therapeutic value of new synthetic medicines suitable for replacing quinine. A large number of clinical observations have been made by malariologists in the U.S.S.R., and the results will complete the information on which the new report now in preparation by the Malaria Commission will be based.

In nutrition the U.S.S.R. has made some interesting innovations. The collective kitchens and factory restaurants with suitable food for the workers whose physical condition is specially in need of such are worthy of attention. The scientific basis for this mass feeding is furnished by the research work of the Institutes of Nutrition, of which the oldest established is in Moscow. A problem which will require further study is that of the food ration in relation to the occupation of the worker. This is a question which is being studied by the International Labour Office and the abundant information collected in the U.S.S.R. will facilitate the work.

The example of Moscow is sufficient to show the importance attached in the Union to town planning and housing. Factories, houses and flats have been built in large numbers. Arterial roads have been pierced. A further plan of extension has been drawn up, providing for additional buildings and underground lines. The League's Health Organisation will be able to benefit from the help of the U.S.S.R. architects, engineers, and health experts in the study of various problems of urban housing.

Now that hygiene is becoming a more and more important factor in rural life, thanks to the action of the kolkhoses, the whole question of making housing conform to the laws of health arises. This is a matter in which the assistance of the health specialists and sanitary engineers of the U.S.S.R., with the experience they have acquired, will be of value to the Health Organisation.

At the end of their tour, the members of

the Bureau and the experts sent the following telegram to the Peoples' Commissary for Public Health of the Union :

"On leaving the territory of the Soviet Union, the members of the Bureau of the League of Nations Health Committee and its experts wish to express to you their warmest gratitude for the generous hospitality they have received and for the kind attention paid to them by your Government. After leaving Moscow, where you were good enough to take part in our discussions and to explain to us the health programme which is now in course of execution, we visited Leningrad, Gorki, Rostov-on-Don, Tiflis, Batum, Sochi, Yalta, Zaporozh, Kiev, Novorossiysk, and Sevastopol. Under the expert guidance of Drs. Bronner and Rakowski, we were able to see what is being done under your direction to maintain the health and increase the well-being of the population of the Union. We leave the country deeply impressed by the remarkable accomplishments effected on a large scale both as regards preventive medicine and as regards health and social action. Our tour has been both interesting and instructive, and we are convinced that the health programme now being carried out will help to render the peoples of the U.S.S.R. healthier, stronger, and happier. May I congratulate on your tenure of the office of Peoples' Commissar for Public Health in the Union."

The following were present at the session of the Bureau :

Members : Dr. Madsen, Director of the Staten Serum Institute (Danish), Dr. Jitta, President of the Public Health Council of the Netherlands, Professor Parisot, of the Faculty of Medicine, Nancy (French), Professor Pittaluga, Professor at Madrid University (Spanish), and Dr. Morgan, of the Ministry of Health (British).

Experts : Dr. Kocprzak (Polish), Dr. Winslow (American), Professor McCollum (Canadian), Dr. Hojer (Swedish), and Dr. Stampar (Yugoslav).

2. ECONOMIC AND FINANCIAL ORGANISATION.

(a) *Sub-Committee of Experts on Customs Nomenclature.*

The Sub-Committee of Experts on Customs Nomenclature met under the Chairmanship of M. Fighiera (French) from July 1st to 18th at Geneva.

In the light of remarks from Governments, the Sub-Committee revised certain parts of the League's draft nomenclature, especially those relating to the following sections : articles of stone and other mineral materials ; precious metals and wares of those metals ; machinery

and apparatus ; transport material, and works of art and articles for collections.

The following members, in addition to the Chairman, were present at the session : M. Magnette (Belgian) ; M. Fafl (Czechoslovak) ; M. Ferenczi (Hungarian) ; M. Comte (Swiss) ; and M. Sandquist (Swedish).

(b) *Meeting of the Sub-Committee on Statistics of Production and Distribution.*

The Sub-Committee on Statistics of Production and Distribution held its first meeting at Geneva from July 2nd to 4th, under the chairmanship of Sir Alfred Flux (British).

The International Convention on Economic Statistics recommended that the Committee of Statistical Experts set up under that Convention should prepare a detailed nomenclature of the various branches of economic activity and of the professions. Before undertaking this work, the Sub-Committee considered that it would be desirable to define the objects which will have to be classified under these headings.

In the first instance, the Sub-Committee drew up a definition of the "active population," and considered various recommendations which it might make in connection with the definition of active population and on the classification of the population according to primary and secondary occupations. The Sub-Committee has made an exhaustive study of the utility of different methods of classifying occupations from an international point of view. Before taking a final decision in this matter, the Sub-Committee asked the League Secretariat to undertake, in collaboration with the International Labour Office, a comparative study of the definitions in use in the various countries. It drew up a classification according to professional status and established a draft classification of industries. It also considered the question of the definition of establishments in which several different activities are carried on.

As regards statistics of production, the Sub-Committee considered that it would be useful to prepare a short list of selected goods on the basis of the League's "minimum list" of commodities for international trade statistics.

The meeting was attended by the following : Sir Alfred Flux, formerly Chief of the Statistical Service of the Board of Trade (Chairman), (British), M. Bruschweiler (Swiss), M. Huber, Director of General Statistics (French), M. Jahn, former Director of Central Statistical Office (Norwegian), M. Szturm de Sztrem, Director of the Central Statistical Office (Polish), and M. Lindbergh, who replaced Mr. Nixon, of the International Labour Office.

VIII.—LEGAL AND CONSTITUTIONAL QUESTIONS.

INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The Treaties and International Engagements registered by the Secretariat of the League during July include :

A Convention between Sweden and Switzerland regarding the recognition and execution of judicial decisions and arbitral awards (Stockholm, January 15th, 1936), presented by Switzerland.

A Convention between Great Britain and Northern Ireland and Lithuania regarding legal proceedings in civil and commercial matters (Kovno, April 24th, 1934), presented by the United Kingdom.

A Convention between Great Britain and Northern Ireland and Hungary dealing with the same matters (Budapest, September 25th, 1935), presented by the United Kingdom.

A Convention between France and India relating to the sale of opium in Chandernagore (Chinsurah, January 4th, 1936), presented by the United Kingdom.

An Exchange of Notes between Bolivia and Spain constituting an agreement establishing a reciprocal system for the protection of intellectual property (La Paz, March 13th, 1936), presented by Spain.

A Commercial Agreement between Spain and Norway (Madrid, June 13th, 1936), presented by Norway.

A Commercial Agreement between Spain and Yugoslavia (Madrid, May 15th, 1936), presented by Spain.

An Agreement on Payments and Exchange of Notes relating thereto between Spain and Norway (Madrid, June 13th, 1936), presented by Norway.

A Quota and Clearing Agreement between Norway and Turkey (Ankara, June 8th, 1936), presented by Norway.

A similar Agreement of the same date between the same Parties.

A Convention between the Economic Union of Belgium and Luxemburg and Estonia, for facilitating Commercial exchanges and commercial payments (Brussels, June 19th, 1935), presented by Estonia.

An Exchange of Notes between Great Britain and Northern Ireland and Sa'udi Arabia constituting an Agreement regarding Transit Dues at Bahrein (Jedda, November 16th and 17th, 1935), presented by the United Kingdom.

An Exchange of Notes between the Commonwealth of Australia and the Government of French Indo-China constituting an Agreement regarding the exemption from consular visas on Bills by Health of Vessels registered in their respective countries (Sydney, May 8th, 1936, and Canberra, May 20th, 1936), presented by Australia.

A Convention between Great Britain and Northern Ireland and the Netherlands for reciprocal exemption from taxes in certain cases (The Hague, June 6th, 1935), presented by the Netherlands.

An Agreement between Great Britain and Northern Ireland, Canada, Australia, New Zealand, Union of South Africa, India and Iraq regarding British war cemeteries, etc., in Iraq (Bagdad, March 15th, 1935), presented by the United Kingdom, New Zealand and India.

An Agreement between the Post Offices of China and Malaya for the direct exchange of parcels by Parcel Post (Kuala Lumpur, July 6th, 1935, and Nanking, February 12th, 1936), presented by the United Kingdom.

A similar Agreement between Egypt and Malaya (Cairo, February 1st, 1936, and Kuala Lumpur, February 29th, 1936), presented by the United Kingdom.

A similar Agreement between Greece and Palestine (Jerusalem, March 13th, 1936, and Athens, March 28th, 1936), presented by the United Kingdom.

IX.—PUBLICATIONS AND LIBRARY QUESTIONS.

I. ANNOTATED BIBLIOGRAPHY OF THE PRINCIPAL WORKS ON THE LEAGUE OF NATIONS CATALOGUED IN THE LEAGUE LIBRARY FROM APRIL—JULY, 1936.

GENERAL AND POLITICAL

(including Disarmament and Security).

BREYCHA VAUTHIER, C. DE.

Jak pracuje spolecnost národu. (Comment travaille la S.D.N.) Préface par Dr. E. Benes, Praha. Orbis. 1936, 124 pp.

The object of this book is to illustrate the interest which the League publications have not only for politicians and statesmen but for all those in the various countries who wish to study economic, legal and social questions. In order to make the information contained in the publications available to the public, it is classified according to a special scheme and annotated.

CAGNE, A.

Le Secrétariat général de la Société des Nations. Paris: Ed. Jel., 1936, 155 pp.

Historical survey of the origins of the Secretariat—the general organisation—its functions—its practical working—the present crisis.

INNES, E.

The League of Nations; the complete story told for young people. London: L. and V. Woolf, 1936, 166 pp.

The League idea in history—how the League of Nations works—the League and the world's workers—the reign of law.

ISTITUTO PER GLI STUDI DI POLITICA INTERNAZIONALE, MILAN.

Il conflitto italo-etiopeico, documenti, 1936, 550 pp.

Collection of documents from the Treaty of Ucciali (May 2nd, 1889) to October 3rd, 1935, with a brief introduction stating the Italian point of view.

MANDELSTAM, A. N.

L'interprétation du pacte de Paris par les organes de la Société des Nations. Paris: A. Pedone, 1935, 52 pp.

Critical survey of the debates before the various League organs—necessity of bringing the Paris Pact into harmony with the League Covenant.

MESBAH ZADEH.

... La politique de l'Iran dans la Société des Nations. Aix-en-Provence: P. Roubaud, 1936, 176 pp.

The Iranian conception of the organisation of peace—mainly of the problems of security, of the pacific settlement of international disputes, of arbitration and of disarmament.

ORTEGA Y GASSET, F.

Etiopia; el conflicto Italo-Abisinio. Madrid: I. Pueyo, 1935, 214 pp.

Historical survey of the colonisation of Africa—description of Ethiopia—analysis of the Italo-Abyssinian conflict—the attitude of the League of Nations, of the chief powers and of Spain.

OSUSKY, S.

La réforme de la Société des Nations. Paris: Hachette, 1936, 24 pp.

The author analyses the needs and the limits of the reform of the League giving a clear statement of the present political development.

PEREZ ABASCAL, C.

Italia? Etiopia? El derecho! Espana. Madrid: Albero, 1936, 246 pp.

The Italo-Abyssinian dispute: its historical background—its significance from the legal point of view.

PLANAS-SUAREZ.

La politica europea y la Sociedad de las naciones; una advertencia a la América. Barcelona: G. Gili, 1935, 534 pp.

Critical analysis of the origin, aims and activities of the League of Nations from the Latin American point of view.

ROWAN ROBINSON, H.

Sanctions, begone! a plea and a plan for the reform of the League. London: W. Clowes, 1936, 244 pp.

The organisation of the League—its achievements—its failures prior to the Abyssinian dispute and their causes—its action during the Abyssinian dispute—investigation of the possibilities of collective security—suggestions for reform.

TRAZ, R. DE.

De l'alliance des rois à la Ligue des Peuples. Sainte-Alliance et S. d. N. Paris: Grasset, 1936, 351 pp.

General parallelism between two similar historical situations—the conclusions the League can draw for its future development.

WERTHEIMER, S.

Nazi pressure in Danzig. Geneva, Research Centre. Geneva Special Studies, v. 7, No. 3, 1936, 16 pp.

Survey of the problem as it stood in May, 1936.

WOU, T.

La vérité sur la Mandchourie. Préface de Ch. Rousseau. Paris: A. Pedone, 1936, 291 pp.

Analysis from the historical and legal point of view, of the Chinese emigration from and the Japanese immigration to the three Chinese provinces—the history of Man Tchéou—Kono—detailed analysis of the Japanese aggression and of the measures taken by the League in the Sino-Japanese conflict.

LEGAL.

BUELL, R. L.

The Suez Canal and League sanctions. Geneva. Geneva Research Centre. Geneva Special Studies, v. 6, 1935, No. 3.

Study examining the legal possibility of closing the Suez Canal in the application of sanctions

HAEMMERLE, J.

La coutume du droit des gens d'après la jurisprudence de la C.P.J.I. Paris: Sirey, 1936, 236 pp.

The customary law as conceived and elaborated by the Permanent Court.

HAMBRO, E.

L'exécution des sentence internationales.

Liège : H. Vaillant-Carmanne, 1936, 148 pp.

Study and classification of the existing rules in this matter before and after the establishment of the League—their interpretation.

JEANNERET, I. S.

Le rôle du Conseil de la Société des Nations d'après l'art. 11 du Pacte et la convention générale en vue de développer les moyens de prévenir la guerre. Paris : Sirey, 1935, 269 pp.

Legal study pointing to the necessity of giving the Council sufficient power to ensure the application of the Covenant.

MAZZEI, J.

. . . La Società delle nazioni e l'esperimento san Zionista. . . Firenze : M. Ricci, 1936, 88 pp.

The theory of sanctions from the point of view of international law—their practical application in the Italo-Abyssinian conflict.

MORGENTHAU, H.

Théorie des sanctions internationales. Bruxelles : Bureau de la Revue de Droit International et de Legislation comparée, 1936, 60 pp.

General theory of sanctions—Sanctions in general international law—the League of Nations sanctions and those of contractual international law.

VALERIAN, M. M.

Les nouvelles procédures d'admission dans la Société des Nations. Paris : Les Presses Modernes, 1936, 157 pp.

Explanation of the customary procedure of admission and critical analysis of exceptional procedures in the cases of Mexico, Turkey, the U.S.S.R.—procedure concerning the countries under mandate—procedure applicable to ex-Member States.

MANDATES.

BOUTANT, C. A.

Les mandats internationaux. Paris : Sirey, 1936, 255 pp.

The international mandate : its essential features and general theory—the mandatory administration : a short survey.

LAMBERT, J. ECONOMIC.

La politique économique de la Société des Nations depuis la crise. Paris : Domat-Montchrestien, 1935, 132 pp.

INTERNATIONAL LABOUR ORGANISATION.

PHELAN, E. Y.

Yes and Albert Thomas. London : Cresset Press, 1936, 270 pp.

Vivid picture of Albert Thomas, the creator and moving spirit of the International Labour Organisation, by one of his first collaborators.

2. MONTHLY BULLETIN OF STATISTICS.

The July issue of the Statistical Bulletin of the League of Nations which has just appeared gives, in addition to the recurrent data, special information on the changes in world trade, world merchant marine, monetary gold reserves, interest rates, exchange rates, and bank clearings.

The gold value of world trade increased seasonally between April and May. It was 4 per cent. larger than in May last year.

The gold value of world trade during the first five months of 1936 was 8.3 per cent. greater than in the same months of 1935. The quantum of trade however increased considerably less, as gold prices would appear to have risen by about 4½ per cent.

Total tonnage launched in the world in the second quarter of 1936 was almost 17 per cent. greater than the first quarter and 44 per cent. greater than in the second quarter of 1935. The increase was particularly marked in Germany and in Danzig, the United States and Japan and indeed also, up to the first quarter of 1936, in the United Kingdom where launchings, however, fell off considerably in the second quarter.

Total tonnage under construction in the world increased by over 52 per cent. between June, 1935, and June, 1936 ; in the United Kingdom, contrary to the movement in launchings, it increased, though slightly, between April and June of this year.

Visible reserves of monetary gold (in the terms of old gold dollars) dropped in the course of the first six months of 1936 by 439 millions in France, 30 millions in the Netherlands, 10 millions in Spain, 8 millions in Poland, 2 millions in Germany, and 1 million in Greece, but increased by 129 millions (five months only) in the United States, 78 millions in the United Kingdom, 37 millions in Belgium, 21 millions in Sweden, 9 millions in Japan, 3 millions in Switzerland, 2 millions in Norway, and by 1 million each in Bulgaria, Czechoslovakia, Finland, Roumania, and Yugoslavia.

Bank clearings relating chiefly to commercial and industrial transactions increased in most countries during the early months of 1936 compared with corresponding months of 1935 ; in France, the Netherlands and Switzerland, however, they tended to fall.

X.—FORTHCOMING LEAGUE MEETINGS.

August 21st.—Permanent Central Opium Board, Geneva.

September 7th.—Economic Committee, Geneva.

September 14th.—Financial Committee, Geneva.

September 16th.—Supervisory Commission, Geneva.

September 17th.—Diplomatic Conference on the Draft Convention on the Use of Broadcasting in the Cause of Peace, Geneva.

September 18th.—Ninety-third Session of the Council, Geneva.

September 21st.—Seventeenth Session of the Assembly, Geneva.

October 9th.—Sub-Committee on Tourist Statistics, Geneva.

October 12th.—Technical Sub-Committee of the Fiscal Committee, Geneva.

October 12th.—Committee of Statistical Experts, Geneva.

October 15th.—Fiscal Committee, Geneva.

October 27th.—Permanent Mandates Commission, Geneva.

PERMANENT COURT OF INTERNATIONAL JUSTICE*

I. DEATH OF A MEMBER OF THE COURT.

Baron Rolin Jaequemyns, Judge of the Permanent Court of International Justice, died at Brussels on July 11th, 1936. He was elected judge by the Council and the Assembly of the League of Nations on September 25th, 1930.

Born at Ghent on January 23rd, 1863, he received the degree of Doctor of Law of the University of Brussels in 1884, and became Counsel before the Court of Appeal of Brussels. At the same time he was invited to take part in the management of the *Revue de Droit international et de Législation comparée*, and was himself soon appointed chief editor of this review.

In 1899, Baron Rolin Jaequemyns was delegate to the first Peace Conference at The Hague. Meantime, he had been appointed *Auditeur* to the Conseil supérieur of the Congo and then member of this body. After the annexation of the Free State of the Congo by Belgium, he became member of the *Conseil colonial*. In September, 1914, he instigated the foundation at Brussels of the "Agency for the Assistance of Prisoners of War."

In 1919 he served as Secretary-General of the Belgian delegation to the Peace Conference at Versailles. In 1920 he was Secretary-General of the International Conference at Spa. At the same time he was appointed Belgian High Commissioner for the occupied territories of the Rhineland. He resigned this post in 1925, on his appointment as Minister of the Interior and of Health. On May 2nd, 1928, he was appointed a member of the Permanent Court of Arbitration, and subsequently became a member of various arbitration and conciliation commissions instituted by international conventions. In 1928, 1929, and 1930 he took part in the proceedings of the Assembly of the League of Nations and in commissions set up at Geneva to study the questions of arbitration, security and disarmament.

2. THE PAJZS, CSAKY AND ESTERHÁZY CASE (HUNGARY-YUGOSLAVIA).*

Within the time-limit fixed for the purpose (expiring on July 3rd, 1936), the Hungarian Government presented its written Reply in the Pajzs, Csaky and Esterházy case.

3. THE CASE CONCERNING PHOSPHATES IN MOROCCO (ITALY-FRANCE).†

The French Government has appointed as its Agent before the Court in the case concerning phosphates in Morocco, M. Basdevant, Professor at the Faculty of Law of Paris, legal adviser to the French Ministry for Foreign Affairs; and as its Assistant Agent, Me. Lemonon, advocate at the Court of Appeal of Paris.

4. PROTOCOL OF SIGNATURE OF THE COURT'S STATUTE (DECEMBER, 16TH, 1920).

M. A. Costa du Rels, permanent delegate of Bolivia accredited to the League of Nations, deposited on July 7th the instrument of ratification by Bolivia of the Protocol of Signature of the Statute of the Permanent Court of International Justice (Geneva, December 16th, 1920) as amended in conformity with the Protocol of September 14th, 1929, and also the Declaration of Acceptance, dated July 7th, 1936, of the Optional Clause of the Court Statute. This declaration reads as follows:

"On behalf of the Republic of Bolivia and having been duly authorised for the purpose, I recognise as obligatory, *ipso facto*, without special convention in regard to any other Member or State accepting the same obligation, that is to say, on condition of reciprocity, the jurisdiction of the Permanent Court of International Justice purely and simply, for a period of ten years."

* See Monthly Summary, Vol. XVI., No. 5, page 148.

† See Monthly Summary, Vol. XVI., No. 6, page 205.

THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XVI., No. 8.

AUGUST, 1936.

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I.—SUMMARY OF THE MONTH.

August, 1936.

The League is generally less busy during August than in other months, but it has to prepare for the Assembly's ordinary session, which begins each year in September.

In accordance with the recommendation voted by the Assembly last July, the Governments of the following countries have sent in statements of their views as to the application of the principles of the Covenant, for the purpose of strengthening the League's authority and increasing the guarantees of security it affords: France, Uruguay, U.S.S.R., the Argentine, New Zealand, Lithuania, Norway and Latvia.

* * *

The President of the Peace Conference of Buenos Aires has informed the Secretary-General that diplomatic relations between Bolivia and Paraguay have been resumed, and

that the dispute between these two countries may be considered at an end.

* * *

The Mandates Commission has forwarded to the Council its annual report.

* * *

The Supervisory Body established under Article V. of the 1931 Convention for limiting the manufacture and regulating the distribution of narcotic drugs has examined the estimates submitted by Governments for 1937.

The Permanent Central Opium Board has prepared a report for the Council on its work during the past year.

* * *

The Secretary-General has accepted the resignation of M. M. Rosenberg (U.S.S.R.), Under-Secretary-General, who has been called upon by his Government to undertake other duties.

All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.

II.—LEGAL AND CONSTITUTIONAL QUESTIONS.

I. APPLICATION OF THE PRINCIPLES OF THE COVENANT.

The Assembly, in a recommendation voted on July 4th, stated that it remained firmly attached to the principles of the Covenant, which exclude the settlement of territorial questions by force, and in order to strengthen the League's authority and increase the real effectiveness of the guarantees of security, it recommended that the Council should invite States Members to send to the Secretary-General, before September 1st, proposals for improving, in the spirit and within the limits laid down above, the application of those principles.*

In accordance with this recommendation, the Governments of France, Uruguay, U.S.S.R., Argentine, New Zealand, Lithuania, Norway and Latvia had, up to September 1st, sent in replies to the Secretary-General.

* * *

The French Government, without taking up a position in regard to the fundamental principles of the Covenant, refers to the declarations of the President of the French Council of Ministers and the Foreign Minister, which emphasise the necessity of making a new arrangement in regard to the Covenant by restricting to the Powers which are nearest, geographically or politically, to the Power that is attacked, the risk involved by any military assistance rendered to a State that is the victim of aggression, and also the urgent necessity of perfecting the application of the essential principles of responsibility and collective action which the Covenant embodies and of endeavouring to evolve a practical measure of increasing the League's effectiveness.

* * *

The Uruguayan Government does not consider that it is necessary to go into a full examination of the whole status of the League, but makes suggestions as to the composition of the Council and the application of Articles 10 and 16 of the Covenant. It insists on the universal character of the League and on the necessity for organising limited groups, whether continental or regional, to avert the serious conflicts which have made the full application of the Covenant's provisions impossible. It further lays stress on the importance of the preventive function assigned to the League in the event of disputes and recommends the setting up of organisations entrusted not only with executive duties, but

also with that of examining and deciding how the principles of the Covenant are to be applied when controversies arise.

* * *

The Government of the U.S.S.R. considers that a revision of the Covenant cannot at the present juncture be regarded as justified by circumstances or as likely to lead to the desired results, in view of the difficulties that would be encountered by the procedure for amendment under Article 26.

At the same time it makes suggestions which, if accepted, would in its opinion, contribute to a more effective application of the Covenant's principles in the sphere of collective security. These suggestions might be adopted either in the form of an Assembly resolution or by way of a protocol open for signature by Members of the League. They relate to the time within which the Council shall be summoned in the event of a war against a Member of the League; the period within which the Council shall reach a decision as to the application of Article 16; the enforcement of military sanctions; the execution of mutual assistance agreements between States parties to such agreements; economic and financial sanctions; mutual support, etc.

* * *

The Argentine Government makes a number of definite proposals which are rather of a general character. For instance, it recommends that the universality of the League should be ensured; that the Council should be democratised in its composition and operation; that the equality of all sovereign States in their participation in the activities of the League should be respected; that those provisions of the Covenant which are no longer in keeping with the realities of international life should be given an optional character; that undertakings should not go beyond that which all Members of the League are in a position to observe; that the absolute respect due to international treaties, subject to the right of revision laid down in the Covenant, should be re-affirmed; that the necessary correspondence should be established between the measures under Article 10 and the sanctions laid down in Article 16; that the previous determination of the aggressor should be a condition of all sanctions; that the procedure adopted should be that of interpretative rules, pending the introduction of formal amendments; that the Covenant of the League should be co-ordinated with the Kellogg Pact and the Argentine Pact against war; that the generalisation of the provisions of Article 4 of the draft

* See Monthly Summary, Vol. XVI., No. 6, page 181.

treaty for the maintenance of peace submitted by the Argentine Republic to the Inter-American Conference which is to meet next December at Buenos Aires should be suggested. This article provides that Members of the League and signatories of the Kellogg Pact or the Argentine Pact may jointly or separately request the contracting States which are not Members of the League but are signatories of the above Pacts to lend their co-operation in the anti-war measures or in the sanctions which the League may counsel against Members which have broken its Covenant. In the case of violation of the Kellogg Pact or of the Argentine Pact by any one of the High Contracting Parties which is a Member of the League, the other contracting States which are likewise Members of the League may denounce to the latter the violation which has been committed.

* * *

The New Zealand Government states that it is prepared to accept in principle the provisions for the Geneva Protocol of 1924 and to take its collective share in the application of the full economic sanctions contemplated by Article 16. It believes that these sanctions will be ineffective in the future unless they are immediate and automatic, and unless they take the form of a complete boycott and involve, if necessary, the use of force against force.

New Zealand is prepared to agree to the institution of an international force under the control of the League and, with a view to the complete and automatic operation of the Covenant, proposes that a national plebiscite should be held by Members in order to take the opinion of their peoples.

The Government agrees with certain reservations to the system of regional pacts, but this with the use of force in defined areas should also be made the subject of national plebiscites. It would be improper to enforce a system of preventing war without at the same time setting up adequate machinery for the ventilation and rectification of international grievances.

It believes that the peace treaties of the Great War carried within themselves the germs of future conflicts and pronounces in favour of reconsidering the status established by those treaties. As a first step, it would be prepared to agree that the Covenant of the League should be separated from them.

The Government would wish also to see all the nations of the world, whether Members of the League or not, invited to take part in any general reconsideration of the peace treaties and in any universal method of collective security that may be proposed.

It would also wish that, in the interests of peace, a survey of economic conditions should be undertaken.

* * *

The Lithuanian Government considers that the Covenant of the League might be improved, but that the present wording of the articles should be left intact and that the measures to be adopted to improve the application of the principles should be embodied in a separate instrument.

It is convinced that the system of collective security should be based on the League's universality and that the procedure for deciding that an aggression has been committed should be amended by enabling decisions to be taken more easily under Articles 10 and 16, through the abandonment of the unanimity rule. The assistance to be afforded to a Member that is the victim of aggression should be universal and should be positive, in the form of political, financial and economic support.

* * *

The Norwegian Government, after consulting the other Northern European Governments, wishes to emphasise that it is essential to make the League an effective instrument for the organisation of peace between nations. It is of primary importance to reinforce the League's power to intervene in any matter liable to create dangerous conflicts or to lead to war. Members must, therefore, renew their efforts to advance the cause of disarmament and must seek the co-operation of States not Members of the League. A permanent institution must be established to deal continually with these questions. The application of Articles 11, 15, 17 and 19 of the Covenant must be facilitated and certain changes made in the unanimity rule. A solution must be found for various practical problems which at present lead to discord between States, especially economic and monetary problems. The method of enforcing Article 16 should be rendered more effective. With certain reservations, the Norwegian Government would agree in principle to the conclusion of regional agreements. Lastly, it is necessary that the League should be made universal.

* * *

The Government of Latvia holds that the juridical system of the Covenant is entirely adequate to safeguard the League's authority and to guarantee the security of Members. One means of strengthening it would be to make it as worldwide as possible. A clear definition of aggression and of the aggressor would facilitate

and justify collective action both preventive and repressive. Any reform of the Covenant must centre round the provisions of Article 16.

In present circumstances, the best course would be to draw up beforehand a plan predetermining the action of Members in the event of a violation of the Covenant. Another possible means of rendering collective action more effective would be to bring about the entry into force of the Convention on Financial Assistance. Regional obligations should merely supplement the general obligations resulting from the Covenant, with a view to making the latter more effective.

In short, the Latvian Government is of opinion that the obligations resulting from Article 16 should be maintained in full and that the efficacy of this article can only be increased by means of additional or supplementary contractual undertakings.

2. INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The Treaties and International Engagements registered by the Secretariat of the League during August include :—

A Provisional Arrangement between Belgium, Denmark, France, Norway, the Netherlands and Switzerland with regard to the status of the German refugees (Geneva, July 4th, 1936), registered on August 4th, 1936, following its coming into force, in accordance with its Article 10.

A Treaty of Commerce between Germany and Iraq (Baghdad, August 4th, 1935), presented by Iraq.

A Convention between the Economic Union of Belgium and Luxemburg and Latvia for facilitating commercial transactions between the Economic Union of Belgium and Luxemburg

and Latvia (Riga, February 22nd, 1936), presented by Latvia.

A Commercial Agreement between Finland and Latvia (Riga, March 28th, 1936), presented by Latvia.

An Agreement between Great Britain and Northern Ireland, India, France, the Netherlands and Siam for regulating the Production and Export of Rubber (London, May 7th, 1934), presented by Great Britain.

A Convention between Estonia and Finland regarding the upkeep and use of the submarine cables between the two countries, and also regarding telegraphic and telephonic communication by means of these cables (Helsinki, April 16th, 1936), presented by Estonia.

A Convention between the United States of America and France relative to the exchange of parcels sent by parcel post (Paris, December 7th, 1935, and Washington, December 30th, 1935), presented by the United States.

A Boundary Agreement between the Dominican Republic and Haiti (Santo Domingo, February 27th, 1935), presented by the Governments of Haiti and the Dominican Republic.

An Exchange of Notes between Germany and Denmark concerning certain facilities as regards the legalisation of signatures on documents (Copenhagen, June 17th, 1936), presented by Denmark.

A Convention between Great Britain and Northern Ireland and France providing for the Reciprocal Enforcement of Judgments in Civil and Commercial Matters (Paris, January 18th, 1934), presented by Great Britain.

Exchanges of Notes between Sweden and Czechoslovakia and Sweden and Switzerland regarding reciprocity in the matter of unemployment insurance.

III.—POLITICAL QUESTIONS.

DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

M. Carlos Saavedra Lamas, President of the Peace Conference of Buenos Aires, informed the Secretary-General on August 22nd and 25th that diplomatic relations between Bolivia and Paraguay had been resumed and that the differences between the two countries might, therefore, be regarded as at an end.

He also stated that the repatriation of

prisoners of war had been completed and that the Conference had again assumed responsibility for the supervision of the neutral zone between the fronts which separate the forces of the two Parties.

In his communications M. Saavedra Lamas states that it now only remains for the Conference to determine the frontier line, and adds that this question will be settled by the ordinary peaceful methods.

IV.—ADMINISTRATIVE QUESTIONS.

MANDATES.

1. *Report of the Mandates Commission on its Twenty-ninth Session.*

The Mandates Commission * met at Geneva from May 27th to June 12th and received the annual reports of the mandatory Powers on the following territories administered by them: Palestine and Trans-Jordan, Syria and Lebanon, Tanganyika, Nauru, New Guinea and South-West Africa as well as several petitions concerning a number of these territories.

Palestine and Trans-Jordan.

At the time when the Commission, in accordance with its rules of procedure, was about to begin the examination of the annual report of the United Kingdom Government on Palestine for the year 1935, the serious disturbances that had occurred in the mandated territory in the spring of 1936 were not yet at an end. The accredited representative of the mandatory Power stated that the Commission could not expect him to analyse the causes of the present unrest in Palestine or to anticipate the findings of the Royal Commission of Enquiry which had been set up.

The Commission noted these reservations, but observed that if the accredited representative were able to assure it that his Government would readily agree to an examination of the causes of the disturbances by the Commission at its autumn session, it would postpone discussion of the 1935 report until then.

As the mandatory Power stated that it could not at the moment fix the date by which it would be able to furnish the information necessary for the purpose, the Commission decided to deal with the 1935 report as best it could, while reserving the right to revert later to such matters as would appear to be connected with the present events. It expressed the hope that the Mandatory would furnish it with information as to the present disturbances and their causes at its next session, even if it were not then in a position to define its future policy.

The Commission regretted that measures taken to check illicit immigration into the territory had not proved entirely satisfactory, and was inclined to think that the mandatory Power's action in reducing in advance the authorised immigration quota—in which express allowance is made for illicit immigration—might have rendered the prevention of such immigration more difficult.

The Mandatory was asked to supply particulars of the working of the Palestine (Amendment) Order in Council extending to all the inhabitants without distinction the system hitherto applicable only to foreigners of certain nationalities in regard to Court procedure, and also information concerning the appointment, composition, functions, and activities of the Supreme Moslem Council.

The Commission noted with satisfaction that Palestine had enjoyed favourable economic and financial conditions during 1935. With regard to the treatment of imports from States which have ceased to be members of the League, it asked for full information as to the policy which the mandatory Power will adopt in order to safeguard the interests of the mandated territory and those of States Members of the League.

As regards Trans-Jordan, the Commission noted that, with the loyal collaboration of the Amir, peace and prosperity had fortunately been maintained in the territory. It was glad to observe that cordial relations had been established with Sa'udi Arabia, and learnt with interest that the Legislative Council had worked well.

Syria and Lebanon.

Although not formally bound to do so, the mandatory Power, in its annual report for 1935, spontaneously gave the Commission information on the disorders that took place in Syria at the beginning of 1936. Further, the accredited representative fully discussed with the Commission the character of these events, their origins, and the lessons to be drawn from them.

The Commission observed that a modification had been made in the composition of the Syrian Government and that the decision to send a delegation to Paris had eased the situation. It also noted the statements of the High Commissioner in Syria, confirmed shortly afterwards by the Government of the mandatory Power, to the effect that the latter's intention is to bring about a resumption of parliamentary life, to reconcile the political aspirations of an important section of public opinion with the safeguarding of the rights of the minorities, and to conclude a treaty regulating the future status of the country.

It was learnt that the delegation with which the Government of the Mandatory had begun negotiations was composed mainly of representatives of the Opposition. The accredited representative, however, assured the Commission that it was not the Mandatory's intention to

* See Monthly Summary, 1936, Vol. XVI., No. 5, page 144.

treat with the Opposition, but to wait before concluding an agreement until a regularly representative regime had been restored. The consultations then in progress in Paris would therefore seem to be designed solely to determine, with all the necessary care, the various tendencies of public opinion.

The Commission entirely shared the Mandatory's anxieties with regard to the safeguarding of the rights of minorities under the system which will take the place of the mandate when the latter comes to an end, and emphasised the necessity of providing guarantees for effective protection, such as the ordinary regime for the protection of minorities could not alone assure, in countries where, as experience has shown, a spirit of toleration is not yet manifest amongst the majority of the population. On the other hand, it was not for the Commission to suggest, at the moment, the form which these guarantees should take, inasmuch as the study of the subject was engaging the Mandatory's attention. It was fully alive to the difficulty of the problem, which was one of reconciling the safeguarding of minorities—such as would appear to imply a positive right of intervention—with the status of full independence which a mandated territory acquires on its emancipation from international tutelage.

While reserving its judgment with regard to such resolutions as may be submitted to it, the Commission desired at once to point out that the information furnished up to now by the Mandatory did not afford evidence of the existence of a degree of maturity sufficient to justify any thoughts of emancipating this territory without providing for a transitional period.

The Commission was struck by the frequency with which the High Commissioner had intervened by decree, and hoped that efforts would be made to ensure the normal working of the institutions.

It would be glad to receive the assurance that public tenders, in which the nationals of all countries Members of the League would have a real opportunity of participating, would be invited for the execution of the important works required in connection with the scheme for the settlement of the Assyrians.

It observed that negotiations were in progress for regulating trade between the mandated territory and the two States which, in 1935, ceased to be Members of the League, and hoped that these negotiations would result in Conventions advantageous to the territory, without infringing the rights accorded to Members of the League. It was glad to note the re-

establishment of budgetary equilibrium, but expressed the hope that the legitimate anxiety to reduce expenditure would not lead to economies likely to endanger the satisfactory working of the administration.

Tanganyika.

The mandatory Power communicated to the Commission in December, 1935, a despatch addressed by the Colonial Secretary to the Governors of Tanganyika, Kenya and Uganda on the subject of "closer union" in East Africa. This document states that the objections raised by the Joint Select Committee of 1931 to the proposal for closer union still persist, and that there is no need under the circumstances to re-open the enquiry into this question. It adds that the policy of close co-operation between the three territories on the lines suggested by the above-mentioned Committee will be steadily pursued. In taking note of this declaration the Commission deemed it expedient to draw attention once more to the considerations of principle put forward on the subject in its Report to the Council on its Twenty-third Session.*

The Commission noted the reasons for which the mandatory Power considers that the issue of a common stamp for Tanganyika, Kenya and Uganda is in accordance with the fiscal interests of the mandated territory, and repeated the hope that the Mandatory would furnish an explicit statement of its views as to the compatibility of this issue with the provisions of the mandate. It noted that the financial situation of the territory appeared to be very satisfactory and that revenue had considerably increased. On the other hand, it was concerned at the growth of the deficit on the railways and would be glad to know what steps were to be taken to fund the public debt.

In his remarks the accredited representative said that, apart from certain small short-term loans the volume of the territory's public debt had not increased since 1932. The deficit on the railways did not add to the volume of public debt.

While noting the objections raised to direct taxation of the revenue of the non-native elements of the population, the Commission hoped that these objections would not prove insuperable. It was of opinion that the elements in question should contribute according to their capacity to the revenue of the territory.

The Commission having learnt that it was proposed to make Mombasa (Kenya) a fortified

* See Monthly Summary, Vol. XIII., No. 8, page 181.

port and that the East African territories were to share the cost of the scheme, asked to have full particulars of the matter if it were intended that a contribution should be made out of the Tanganyika budget.

South-West Africa.

The accredited representative announced that the Commission set up to study the constitutional problems that had arisen in the territory had completed its work and that its report would be communicated to the Mandates Commission in the near future. On this occasion the accredited representative repeated the statement made by him last year to the effect that the Mandatory would never take any action in respect of the problems concerned until it had first communicated its intentions to the League.*

The Commission was glad to hear that the year under review had been one of political quiet among the various elements of the population, and hoped that the method of conciliation followed by the Mandatory would continue to ensure a peaceful atmosphere.

Whilst congratulating the Mandatory on the territory's improved financial position, the Commission noted with concern the steady increase of the territory's indebtedness to the Mandatory, and would be grateful to find in future reports a general statement defining the financial policy of the Administration. It also asked for information on labour conditions, the recruiting of workers, wages, etc.

The Commission noted with concern the general health conditions in the mines which had led to a considerable rise in the death-rate as compared with previous years. The accredited representative said that, while the death-rate for 1935 compared unfavourably with that for the years 1933 and 1934, when the numbers of natives employed in the mines were much below normal, it nevertheless showed a considerable improvement on the corresponding figure for 1931 and 1932, when the numbers of those employed were more comparable with the figure for 1935.

Nauru.

The Commission noted that the health of the natives was less good in 1935 than in previous years owing to a prolonged drought and a shortage of fresh food, and hoped that steps would be taken to ensure a proper food supply in order to strengthen the resistance of the natives to disease. It learnt with satis-

faction that the Administration had taken steps to improve the condition of the Chinese labourers.

New Guinea.

The hope was again expressed that the Administration would rapidly succeed in extending its authority to the areas not yet brought under effective control. The Commission noted that access to certain areas over which control had not yet been established was henceforth to be forbidden to all persons other than natives. It was happy to note the efforts made to increase the administrative personnel.

As regards the economic regime, the Commission asked for information as to the reason for the opposition manifested in the territory to an ordinance restricting the activities of foreign shipping companies. It noted that the mandatory Power had officially declared that it was in the interest of the Commonwealth and of the territory to promulgate an ordinance providing for these restrictions.

The Commission took note of the new order regarding native labour, and hoped that the present system of recruitment might be improved. It wondered whether the sums spent on education were proportionate to the resources of the territory and to those devoted to other administrative services.

II.—*Petitions.*

The Commission also had to consider a number of petitions in regard to Palestine, Syria and the Lebanon, Tanganyika and New Guinea.

(1) *Palestine.* Ten petitions were received from this country. In its findings on two of these, the Commission noted that the transmission of telegrams in Hebrew characters had been introduced in certain places and expressed the hope that circumstances would enable the Government to speed up the extension of these facilities in the near future, in order that equality among the three official languages of the country might rapidly be brought about. The other petitions gave rise to no special recommendation.

(2) *Syria and Lebanon.* One hundred and fifty-six petitions were considered by the Commission. In its findings on certain of these relating to the administration of the Moslem Waqfs, the Commission reserved the problems raised for more exhaustive enquiry when the Mandatory had supplied it with documentary material.

In regard to another petition, the Commission drew attention to the position of those Syrians and Lebanese resident abroad who had not been able to avail themselves within the prescribed

* See Monthly Summary, Vol. XV., No. 8, page 185.

period of the right of option established in Article 34 of the Treaty of Lausanne, and hoped that the Mandatory would take further steps with a view to remedying the situation.

In its findings on a series of 98 petitions relating to Syrian unity, the Commission noted the apprehensions which appeared to be felt by the minorities in Lebanon and Syria, and the apparent indifference towards these apprehensions of the party that is in favour of the complete liberty and unity of the territories. The Commission considered that, until the future policy of the mandatory Power had been defined, it could not give any opinion on that

policy. But it expressed the hope that no change would be made in the present status of the territory, such as might deprive the minorities of the protection they enjoy under the tutelage of the Mandatory, until the populations of Syria and Lebanon had furnished more convincing proofs of their spirit of mutual tolerance. It further trusted that the mandatory Power would see that equality of treatment between the inhabitants of Syria and Lebanon, irrespective of differences in race, religion or language, was fully respected at all stages of the progressive advance of the territories towards their future independence.

V.—SOCIAL AND HUMANITARIAN QUESTIONS.

TRAFFIC IN OPIUM.

I. MEETING OF THE PERMANENT CENTRAL OPIUM BOARD.

The Permanent Central Opium Board held its twenty-eighth session in Geneva from August 21st to September 1st, with Mr. L. A. Lyall (British) in the Chair.

The Board drew up its report to the Council on its work during the past year. The principal subjects dealt with in the report are the statistics of manufacture for the year 1935 of the dangerous drugs covered by the 1931 Drugs Limitation Convention.

The Convention limits the amount which may be manufactured by each country—whether for domestic consumption, for conversion into other drugs, for stock replenishment, or for export. The estimates furnished by Governments and examined by the Supervisory Body each year in Geneva lay down for each year in advance the basis on which legitimate trade and manufacture are carried on. The statistics furnished by Governments to the Board enable it to judge whether excess manufacture has occurred. Most of the instances of excess manufacture observed by the Board for the two years during which this system has been in operation could have been avoided had accurate estimates of requirements been made in advance.

The tables published by the Board in its report indicate the quantities of diacetylmorphine and cocaine manufactured by various countries in excess of the quantities permitted to be manufactured for the year 1935. These excess quantities were: morphine 2,292 kilos, diacetylmorphine 68 kilos, cocaine 262 kilos. Excess manufacture occurred, however, in fewer of the principal manufacturing countries in 1935 than in the preceding year. The report

points out that some of the surplus quantities manufactured are apparent only (*i.e.*, were actually consumed or utilised for legitimate purposes during the year) and that most of the others are satisfactorily accounted for. The difficulties inherent in the working of the Limitation Convention are thus gradually being overcome.

The total manufacture of morphine was 31,427 kilos, *i.e.*, 4,649 kilos more than in 1934. The increased quantity was due mainly to morphine manufactured for use as such. The Board concludes that the average manufacture of morphine for the last three years appears to correspond approximately to the annual consumption, the fluctuations in manufacture being due mainly to variations in stocks.

On the other hand, the marked decrease in the manufacture of diacetylmorphine continued in 1935. The decrease of manufacture in 1935 as compared with 1934 was 39 per cent. Considerable decreases of manufacture were noted, particularly in the cases of Germany and Japan. In the latter country, the manufacture of diacetylmorphine fell from 547 kilos in 1934 to 250 kilos in 1935. The total amount of diacetylmorphine manufactured in 1935 was 674 kilos.

There was an increase of 539 kilos in the manufacture of cocaine, the amount manufactured in 1935 being 4,003 kilos. Taking the manufacture over the last three years, however, it appears to be more or less constant and represents normal consumption requirements.

In connection with its function under the drug Conventions of watching the course of the international trade, the Board had to deal during the year with a number of cases of excess of imports over estimates. In the case of very small excesses, the Board sent 73

notifications of the excess (as compared with 105 in 1934) to the importing countries with a suggestion that the position might be regularised by sending in a supplementary estimate.

In twelve cases (as compared with 29 cases in 1934) the Board notified Governments, under Article 14 of the Limitation Convention, that the estimates of certain countries for certain drugs had been exceeded. The Convention prescribes that on receipt of this notification Governments will not, unless the circumstances are exceptional, authorise any new exports to the countries in question until a supplementary estimate has been furnished. The Board notes with satisfaction that in 1935 there was a considerable decrease in the matter of excessive importation—both as regards the number of cases of actual excess and as regards the total quantities involved.

The following attended the session: Mr. L. A. Lyall (British), Sir Atue Chatterjee (Indian), Mr. Herbert L. May (American), Professor Tiffeneau (French), Professor Ferraridalle Spade (replacing Professor Gallavresi (Italian), Mr. D. Milicevic (Yugoslav), and Mr. Kusama (Japanese).

2. MEETING OF THE SUPERVISORY BODY.

The Supervisory Body set up under Article 5 of the 1931 Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs met at Geneva from August 11th to 19th, under the Chairmanship of Sir Malcolm Delevingne (British), to examine the annual estimates furnished by Governments for 1937.

The Supervisory Body was glad to note a considerable improvement in the arrival of the

estimates for 1937, one hundred and thirty-three having already been received. The Convention provides that estimates from Governments should reach the Supervisory Body not later than August 1st, and that the Supervisory Body's statement should be forwarded to Governments not later than November 1st. The Supervisory Body experienced some difficulty on this account: certain estimates failed to reach the Secretariat in time; on the other hand, the interval between the August and October sessions of the Supervisory Body proved insufficient to obtain supplementary explanations from Governments. The Council, therefore, on January 20th, 1936, invited Governments to empower their delegates to the 1936 Conference for the Suppression of the Illicit Traffic in Dangerous Drugs to conclude an agreement substituting December 1st for November 1st. On June 26th a Procès Verbal giving effect to this proposal was opened for signature and signed by the delegates of twenty-five States. It will come into force as soon as it has been signed on behalf of all Governments parties to the 1931 Convention.

After considering the estimates for 1937, the Supervisory Body decided to ask for further explanations and precise details regarding those furnished by thirty-five countries and territories, and postponed the examination of these estimates to its next session, which will begin on October 6th next, and during the course of which it will draw up the Statement of world requirements of narcotic drugs for 1937.

The session was attended by: Sir Malcolm Delevingne (Chairman, British), Dr. H. Carrière (Swiss), Mr. Herbert L. May (American), and Professor Tiffeneau (French).

VI.—INTERNAL ORGANISATION QUESTIONS.

RESIGNATION OF AN UNDER-SECRETARY-GENERAL.

The Secretary-General of the League of

Nations has accepted, as from August 25th, the resignation of M. Marcel Rosenberg (U.S.S.R.), Under-Secretary-General of the League of Nations.*

VII.—NEW LEAGUE PUBLICATIONS.

I. MONEY AND BANKING, 1935-1936.

The Economic Intelligence Service of the League has recently published a new work in two volumes, entitled *Money and Banking*, 1935-36, being a sequel to the publication on *Commercial Banks*, 1927-34, which appeared last year.

The first volume of the new publication is entitled *Monetary Review*, and the second *Commercial Banks*.

I.

The *Monetary Review*, which consists of 59 pages, gives a general conspectus of the monetary policy pursued in recent years by a certain number of countries, the economic reaction of monetary changes receiving special prominence. The data on which it is based—drawn largely from the various League

* See Monthly Summary, Vol. XIV., No. 12, page 297.

publications on production, trade, balances of payments, prices, public finances and the world economic situation in general—are analysed in their relation to purely monetary changes, and an attempt is made to explain, in the light of monetary developments, the contrast between the position in certain countries, in which a marked business recovery has been apparent since 1935, and others in which the stagnation continues.

The countries under study in this connection have been classified in accordance with their monetary policy. One group consists of those like the United Kingdom, in which expansion in the monetary sense has been mainly a consequence of banking policy. Sweden, South Africa, Australia and Canada belong to this group. A second group comprises Japan, Chile, the United States and Germany, in which the expansion has been mainly a result of the system of financing public expenditure. The gold bloc countries (France, the Netherlands and Switzerland), in which the budgets have shown deficits while credit has not been expanded, form a third group. Finally, the experiments in Belgium and Czechoslovakia, in which devaluation has been put through under special conditions, are analysed and compared.

The Review contains a number of readily intelligible graphs and short tables, in which (in conjunction with the text) abundant details will be found regarding the gold losses of the Banque de France and the French Treasury borrowings from the latter, the recent symptoms of stability of rates for money in the United Kingdom and other countries of the sterling group, the situation created by the enormous reserves held by the American commercial banks and the inflationist potentialities of the present position in the United States.

The *Monetary Review* will be of special interest to banking experts, business men and all students of economic problems.

Commercial Banks, which forms the second volume (213 pages) of *Money and Banking 1935-1936*, gives an account of the banking situation in 48 different countries, viz., all the European countries, the British Dominions, North America, a great part of South America, Egypt, the U.S.S.R., and a number of Asiatic countries. Each country is the subject of a special chapter, giving as up-to-date and complete a picture as possible of the banking situation. Prominence is given to the effects of recent monetary changes on the position of commercial banks, and to the various factors by which the banking position and the money market in the different countries have been governed.

The chapter on Germany, for example, shows, amongst other things, the effect of the increased circulation of Government paper for the financing of public works, rearmament, etc.

That on the United Kingdom explains the influence of the recent operation of the Exchange Equalisation Fund on the monetary and banking situation. The chapters on the British Dominions trace the development of the Central Banks of the latter, since their creation in recent years.

The uniformity in the presentation of the figures, and the incorporation in a common table of the banking statistics of the different countries (the summaries of which in their original form appear for the first time) give the work a unitary character of its own. The reader is enabled to make comparisons between the different countries—a task which has hitherto been rendered difficult by the marked differences in the form in which national statistics are presented. The volume will meet with a special welcome from all students of banking questions and business men anxious to obtain more detailed information as to the current banking and monetary situation of particular countries.

II.

The following brief notes will serve to give a more definite idea of the interest attaching to the *Monetary Review*, which should be read as an introduction to the volume *Commercial Banks*.

The *United Kingdom's* banking policy in recent years, the effect of which has been a marked abundance in the capital market and a reduction of interest rates, is the subject of a thorough study. The machinery of the expansion of credit and its consequences on the resumption of industrial production, the boom in the building trade, the changes in the trade balance and the loan and loan conversion operations, etc., are all brought under review. Four other countries belonging to the sterling bloc (*Sweden, South Africa, Australia and Canada*) are discussed in a special chapter, in which the analogies—no less than the differences—in their monetary development are compared with that of the United Kingdom. In all five countries of the sterling bloc the expansion of the currency has been due, in the main, either to the policy of the Central Banks (market interventions and reduction of the official bank Rates), or to improvements in the balance of international payments, or to both factors operating at once. As money has become abundant, rates for money have declined. The financial situation and Government policy have combined to facilitate the reduction of interest rates. Conversion operations have been successfully carried

through, and the banks have been induced thereby to reduce the rate of interest for deposits, and so to encourage the movement of capital to the securities and commodity markets. The result has been to arrest the decline in prices, and to restore confidence on the part of private enterprise. Capital investment on the part of leaders of industry has recommenced, and has pointed the way towards economic recovery.

In a second group of countries (Japan, Chile, the United States and Germany) a policy of monetary expansion and economic recovery as a result of financial action on the part of the State has led to an increase in the circulation in recent years. In Japan, where the gold standard was abandoned in 1931 and the yen lost 60% of its value in a single year, the expansion of the circulation is reflected in the amendment made at the beginning of 1932 in the Bank Law of the Bank of Japan. The total circulation increased by some 80% between October, 1931, and October, 1935 (from 4.5 to 8.2 milliards of yens), partly for the purpose of financing the cost of the war in the Northern Provinces of China, and partly for internal purposes. It is interesting in this connection to see how, in spite of the floating of the loans referred to, the yield on Government stocks, which at the beginning of 1931 was over 6%, fell to 4½% at the close of 1935.

The effects of the deflation in *Chile*, a country producing raw materials and depending on foreign trade, is shown by the 35% reduction in current accounts between 1929 and the third quarter of 1931. The subsequent inflation took the form mainly of State borrowing from the Central Bank, which had its corollary in a marked depreciation of the exchange, the (free) market rate falling to 20% of the 1933 figure.

The chief feature of the monetary situation in the *United States of America* has been the accumulation by the commercial banks of very large sums, which has led to conditions of exceptional liquidity in the money market. It is interesting to observe that the principal use made by the banks of these increased resources between the end of 1929 and the end of 1935 was for the purchase of Federal stocks and stocks with a Federal guarantee. As, however, the amounts borrowed by the Administration were expended by it they have found their way back to the banks either in the form of repayment of bank advances or in the form of deposits. The figures of the bank balance-sheets show that the increase in the national debt of the United States—which rose from 22½ to 30½ milliards of dollars between the middle

of 1933 and the end of 1935, while the funds at the disposal of the Treasury during the same period increased by 1.35 milliards of dollars—was taken up in its entirety by the banks. The fact that this was so will have important consequences on the period of the debt, the position of the banks, and the rate at which the Government will be able to borrow. The last-named is improving: in 1935 it was 2.70%.

In *Germany* the economic and monetary situation has been dominated since the beginning of 1933 by heavy Government expenditure, or expenditure with a Government guarantee, on rearmament, public works, etc. The index of industrial production rose between 1932 and 1935 from 53.3 to 94.1% of the 1929 figure, and the number of unemployed covered by the official statistics declined from 5.5 to 2.15 millions (not including persons employed in Labour Camps). The official gold parity has not been abandoned; but the control of foreign exchange operations has been made increasingly strict. State expenditure has been covered by the issue of Treasury and other bonds of the Reich and the Federal States and by special bills issued for the purpose. The following figures, taken from German official publications, throw an interesting light on these different forms of public borrowing. Private capital issues were less than one-tenth of the 1930 figure in 1935, although the index of production in the latter year was higher than that of 1930. Loans and advances by the big Berlin banks showed a reduction of some 65% during the same period. It is clear, therefore, that the indirect effects of the heavy public expenditure of the years 1933–35 have not hitherto been considerable, and that the increase of industrial production is due almost entirely to the increased output of the industries in direct receipt of Government orders. The increase of production has been financed entirely by the State and public credit institutions, without independent effort on the part of the industries concerned.

In all the countries thus far referred to, a marked recovery was in evidence at the end of 1935. It was not uniform in all these countries; but it was accompanied in every case by an increase in the effective amount of available capital and a reduction in the rates of interest for long and short term money. In the small group of countries attached to the gold standard at the old parities (*France*, the *Netherlands* and *Switzerland*) there are few signs of recovery. The difference between the economic position of the gold bloc countries and that of the majority of countries with depreciated currencies has been particularly

striking since the middle of 1933, and the monetary aspects of the contrast deserve special study.

The characteristic features of the situation in the gold bloc countries since the spring of 1933 are, briefly, an increase of hoarding with a preference for gold rather than notes, an extension of internal speculation to the detriment of national currencies, heavy budgetary deficits covered mainly by borrowing on the internal capital market with a resulting decrease in the supply, and increase in the demand, for capital with its corollary in the shape of interest rates higher than those prevailing in the countries of the sterling bloc and in the U.S.A. Prices have continued to fall; but the fall has not been sufficient to offset the "under-valuing" of the currencies of the sterling-dollar group. Imports have been rigorously restricted in the hope of improving trade balances; but the "over-valuing" of the gold currencies has led to a contraction of trade and tourist traffic, which has been more marked in the Netherlands and in Switzerland than in France where the national market is a wider one. The decline of economic activities and the contraction in revenue returns as a result of the deflation have had their effects on the balancing of budgets, and have led to increased taxation which has still further reduced the margin of profit and in some cases made it necessary to grant State subsidies to private enterprise. The heavy budget deficits have had to be met by borrowing, in spite of the efforts made to cut expenditure.

The results attained by the three countries of the gold bloc in this connection call for comparison. The Netherlands have been most successful in cutting down public expenditure since 1932. Though the total foreign debt rose from 2,861 million guilders at the end of 1931 to 3,363 millions at the end of 1934, the Netherlands were able to lower the average interest rate on Government stocks. In Switzerland the budget estimates of the Confederation for 1932 were some 10% less than the 1931 figures, whereas in the Netherlands there was a reduction of 30%. It has also been necessary in Switzerland to cover the railway deficits by borrowing. But it is in France that the situation has been most serious, so far as the budgetary position is concerned.

The French public debt increased by more than 70 milliard francs during the period 1931-35. Budget deficits led to hoarding; and hoarding led to budget deficits. The yield of French *Rentes* in 1935 was 3.88% as compared with an average yield of 2.7% on American

Government stocks. The discount rate for short term French Treasury Bonds was 3.30%, as against next to nothing in the United States. The difference between the American and the French figures is specially striking in view of the fact that both countries have heavy budget deficits, while in both there has been heavy State borrowing to cover current expenditure.

The position in *Belgium* was similar to that in the gold bloc countries until the end of March, 1935, when the belga was devalued by 28%. Between March, 1935, and the end of the year the general index of industrial production rose from 66.9 to 78.8 (where 1929 equals 100), and the percentage of wholly unemployed workers fell from 21.8 to 17.9. The operation of the different factors which have gone to induce this improvement will be more apparent if the position in Belgium is compared not merely with the gold bloc countries, but also with that in *Czechoslovakia* since the devaluation of the Czech crown in February, 1934. The two cases are not entirely analogous; but there are points in common which justify the comparison, inasmuch as both are small, highly industrialised countries, largely dependent on foreign trade.

It is true the motives for devaluation differed in the two countries; and the methods adopted and the monetary policy subsequently followed were also not identical. The sole purpose of devaluation in *Czechoslovakia* was to adjust Czechoslovak prices to world prices, which had hitherto been impossible with the policy of deflation pursued. It was not considered possible, on social and economic grounds, to continue further the deflationist policy, and a devaluation of 16 $\frac{2}{3}$ % was regarded as sufficient to restore the ability of Czechoslovak exporters to compete with exporters in the sterling bloc countries, or in countries like Germany which subsidise exports while retaining the nominal gold standard parity. In Belgium, on the other hand, the essential object of devaluation was to end deflation, recreate possibilities of commercial profits, encourage the home market, and mitigate the banking crisis. The extent of the devaluation was fixed at 28% in order, not merely to restore the competitive capacity of the Belgian exporting industry, but also to leave a margin in case of any considerable rise in wholesale prices.

The policy followed after devaluation in the two countries should be interpreted in the light of these two different objectives. In *Czechoslovakia* the whole of the profit on the revaluation of the gold holdings of the National Bank went to repay State debts to the Bank.

In Belgium a part of the profit realised was made available for the benefit of Belgian national economy. The improvement in the foreign trade of Czechoslovakia as a result of devaluation was not followed by any increase in the note circulation. In Belgium on the other hand the note circulation increased, partly as a result of Government action, and partly as a result of an influx of foreign capital. In Belgium, moreover, steps were taken to reduce the rate of interest on long-term investments, whereas in Czechoslovakia no special efforts were made in this sense. Lastly, in Belgium devaluation was followed almost at once by the abolition of the restrictions imposed on foreign exchange dealing during the critical period by which devaluation was preceded, whereas in Czechoslovakia the foreign exchange restrictions were retained in force.

The authors of the *Monetary Review* further draw certain general conclusions from their comparative study of the position in the countries of the different groups referred to above. These conclusions, the sense of which is rendered clearer by graphs, are of the utmost interest.

2. NATIONAL PUBLIC WORKS.

Examination of the Documentary Material Collected.

The Communications and Transit Section of the League Secretariat has just published a new volume on *National Public Works* (48 pages). It is the report of the experts who examined the documentary material collected during the enquiry into this subject, in regard to which two volumes have already been published.

It will be remembered that the International Labour Office was the first to suggest the value of international schemes of public works as a remedy for the economic depression and for unemployment. Investigations were accordingly made on the subject and, in September, 1933, the Council and the Assembly, after noting what had been done by the Communications and Transit Organisation, stated that a continuous international study of general questions relating to public works, including big programmes of work financed out of national resources, would undoubtedly be of value as permitting of a comparison of the experiences of different countries with regard to the effects of a public works policy on the resumption of economic activity and on unemployment.

An enquiry was accordingly undertaken and the documentary material collected was published in a volume of 300 pages under the title

of "Enquiry on National Public Works." A second volume constituted an annex. The Sixteenth Session of the Assembly (September, 1935), after considering this material, which consists of the replies to the questionnaire on National Public Works, asked the Communications and Transit Organisation to have a detailed and systematic examination of it made by experts. The report of these experts, together with a preliminary statement prepared by the Secretariat, forms the subject of the new volume.

This volume contains the conclusions drawn from a study of the material supplied by 38 countries. In the preliminary statement the following subjects are analysed: (1) Principal administrative methods followed or contemplated for the execution of the work, and any legal provisions relating to it; (2) Principal methods of financing employed; (3) An estimate as far as is possible of the allocation of expenditure on the works, as between materials and equipment provided by national or foreign industry, on the one hand, and labour (that is to say, wages and miscellaneous social expenditure), on the other; (4) Governments' opinions with regard to the effects obtained or expected from the execution of the works on the resumption of economic and industrial activity and on unemployment.

Readers of the volume can compare what has been done in the different countries under these four heads. Its principal aim is to enable Governments to consider how far they can themselves apply the solutions which have been adopted and profit by the suggestions contained in the experts' report.

3. STATISTICAL YEAR-BOOK OF THE LEAGUE OF NATIONS. 1935-36.

The Statistical Year-Book for 1935-1936 which the Secretariat of the League has just published gives, as in previous years, a general view of the most important phenomena of a demographical, economic, financial, and social order. Most of the data it contains are carried down to the end of 1935, and in other cases include also the first quarter of 1936. The tables in which they are presented facilitate, in so far as is possible, comparisons between one country and another. They relate in particular to the following matters:

Territory and population;

Labour conditions (unemployment, employment, wages, hours of work);

Production (agricultural products, dairy products, fisheries, minerals, metals, chemical products, electricity, etc.); Indices of World

Production of Raw Materials; Indices of Industrial Production;

International Trade and Balance of Payments;

Transport (merchant shipping, railways, air traffic);

Public finance (budgets, public debts);

Banks and Currency Questions (circulation, reserves of gold and foreign assets, exchange rates, discount rates, bank deposits, share prices, yield from bonds, issues of capital, etc.);

Prices (wholesale and retail price indices, prices in gold francs).

The present edition of the Year-Book contains a certain number of improvements:

The tables for industrial and mineral production are more numerous and have been amplified. To the particulars of agricultural production there have been added hitherto unpublished statistics of the dairy industry. The table showing budgetary accounts has been entirely revised so as to show the main divisions of revenue and expenditure (ordinary, extraordinary, proceeds of loans, emergency expenditure, etc.). The volume contains a descriptive analysis of statistics of issues on a number of the leading capital markets. There is a new table showing the developments of air traffic in the various countries of the world. In order to facilitate comparisons, the data in a number of tables are expressed in percentages of the 1929 figures, in particular in tables relating to employment, wages, exchange rates and share prices, index numbers of wholesale and retail prices and indices of production. In addition to the detailed tables showing the composition of population by age-groups and the death-rate by sex and by age-groups, the Year-Book contains for the first time a table relating to the fertility rates of various peoples.

The following are examples of the information to be obtained from these figures:

Whereas in a large number of countries the death-rate was higher in 1935 than in 1934, the birth-rate generally has continued to fall. If the birth-rates in Europe (excluding U.S.S.R.) had remained at the—already low—average for the years 1921–1925, their total during the past ten years would have been eight million higher than it was.

A new table giving statistics, in part hitherto unpublished, of the birth-rate according to the age-group of the mother shows that the decline in fertility is noticeable in different degrees in all age-groups, except that of women under twenty years of age. The table also shows

reproduction figures from which it appears that, in the present conditions of the birth- and death-rates, a decline in the population in many countries is inevitable in proportion as the present reproducing classes pass into higher age-groups. If the population is not already decreasing and is even increasing in some of these countries, this is due in part to the fact that, owing to a formerly higher birth-rate, the number of women capable of child-bearing is relatively large.

To draw conclusions as to economic activity, not only the tables relating to unemployment and the degree of employment (which show an improvement in 1935), but also those showing production, trade and transport must be studied.

The world indexes of basic production prepared by the League's Economic Intelligence Service show an increase of 2% over the previous year and have reached the figure for 1928. This increase is due to non-agricultural raw materials; agricultural production remains at its 1934 level. The output of metal alone is 20% higher and has reached the figure for 1930. Generally speaking industrial activity is improving. The world indices of industrial activity calculated by the Economic Intelligence Service show an increase of 12% in 1935 over 1934 (more than 9% excluding the U.S.S.R.). The rise has continued in 1936. The gold value of world trade, which in 1934 had fallen to one-third of its 1929 value, rose somewhat in 1935. Railway goods traffic for all countries for which statistics are available increased in 1935 by 9%.

The growing importance of air traffic is seen from a new table of kilometres flown, and the number of passenger-kilometres and ton-kilometres transported.

The cost to Governments of their social charges, their endeavours to secure an economic recovery and their national defence programme have in many cases not been met out of ordinary budgetary receipts. This explains to a great extent the increasing number of special accounts, extraordinary budgets, etc., and the almost universal increase of national debts. The details of capital loans show clearly how private investments in industry and trade depreciated during the years of depression. But in 1935 there was an increase in these investments in certain countries, especially the United States and United Kingdom.

The notes to the table of Exchange Rates indicate in a striking manner the growing complexity of international monetary relations, the free play of the gold standard having been

replaced by systems of differential rates varying according to financial or commercial agreements between different countries.

The rise in the price of gold in terms of national currencies gave a strong stimulus to the production of that metal, which increased by nearly 7% in 1934 and again by 9% in 1935, so that in the latter year it was almost half as

great again as in 1930. The increase in output was particularly large in the U.S.S.R. which now holds the second place—after South Africa—amongst producers of gold.

These few examples will suffice to show the large amount of interesting information to be obtained in the League's Statistical Year Book 1935-1936.

VIII.—FORTHCOMING LEAGUE MEETINGS.

September 14th.—Financial Committee, Geneva.
September 16th.—Supervisory Commission, Geneva.

September 17th.—Diplomatic Conference on the Draft Convention on the Use of Broadcasting in the Cause of Peace, Geneva.

September 18th.—Ninety-third Session of the Council, Geneva.

September 21st.—Seventeenth Session of the Assembly, Geneva.

September 28th.—Commission for Standardisation of Methods for determining Morphine in Raw Opium, London.

October 6th.—Supervisory Body established under the 1931 Convention on Narcotic Drugs, Geneva.

October 9th.—Sub-Committee on Tourist Statistics, Geneva.

October 12th.—Technical Sub-Committee of the Fiscal Committee, Geneva.

October 12th.—Committee of Statistical Experts, Geneva.

October 15th.—Fiscal Committee, Geneva.

October 19th.—Permanent Committee of the *Office international d'Hygiène publique*, Paris.

October 27th.—Permanent Mandates Commission, Geneva.

PERMANENT COURT OF INTERNATIONAL JUSTICE

1. THE PAJZS-CSÁKY-ESTERHÁZY CASE (HUNGARY-YUGOSLAVIA).*

The Yugoslav Government has filed its Rejoinder within the prescribed time-limit, which expired on August 14th.

It is expected that the oral proceedings in this case will begin in the second half of September.

2. THE LOSINGER & CO. CASE (SWITZERLAND-YUGOSLAVIA).†

On August 3rd, 1936, the date of expiration of the time-limit fixed, the Yugoslav Government filed its Counter-Memorial.

On August 10th, 1936, the Agent for the Swiss Government, on the ground that negotiations had been opened between the Kingdom of Yugoslavia and the firm of Losinger & Co., asked that the time-limit granted to the Swiss Government for the filing of its Reply should be extended until October 15th, 1936.

* See Monthly Summary, Vol. XVI., No. 7, page 232.

† See Monthly Summary, Vol. XVI., No. 6, page 205.

By an Order dated August 11th, 1936, the acting President of the Court granted this request. At the same time he extended the time-limit fixed for the filing of the Yugoslav Government's Rejoinder, but left the date of expiration of this time-limit to be fixed by a subsequent Order.

3. THE WATER OF THE MEUSE CASE (NETHERLANDS-BELGIUM).

On August 1st the Netherlands Government filed with the Court an application instituting proceedings against the Belgian Government. These proceedings relate to the question whether the construction by Belgium of various works in connection with the cutting of the Albert Canal and the manner in which Belgium, without the consent of the Netherlands, now provides and apparently intends to continue to provide for the feeding of existing or new canals in the north of Belgium, are consistent with the rights accruing to the Netherlands under the treaty between that country and Belgium of May 12th, 1863, concerning the regime for the diversion of water from the Meuse.

The application—which relies on the declarations of acceptance by the Netherlands and by Belgium of the Court's compulsory jurisdiction under the Optional Clause of Article 36, para. 2, of the Statute—was at once communicated to the Belgian Government by the Registry; the other notifications prescribed by the Statute or Rules of Court have also been sent.

The Netherlands Government has appointed as its Agent before the Court, M. B. M. Telders, Professor at the University of Leyden; while the Belgian Government has appointed as its Agent, M. de Ruelle, legal adviser to the Belgian Ministry for Foreign Affairs.

By an Order made on August 6th, the acting President of the Court fixed the time-limits for the filing by the parties of the documents of the written proceedings in the case. According to this Order, the last document of the written proceedings is to be filed by April 12th, 1937. In accordance with the Rules of Court, the case will become ready for hearing on that date.

4. OPTIONAL CLAUSE OF ARTICLE 36 OF THE COURT'S STATUTE.

The Chargé d'Affaires of the Permanent Delegation of the Netherlands to the League of Nations signed, on August 5th, 1936, a declaration renewing the acceptance by the Netherlands Government of the Optional Clause provided in the Protocol of Signature of the Statute of the Permanent Court of International Justice (Geneva, December 16th, 1920).

The Declaration is worded as follows:

Translation:

"On behalf of the Netherlands Government, I recognise as compulsory, *ipso facto* and without special agreement, in relation to any other Member or State accepting the same obligation, that is to say, on condition of reciprocity, the jurisdiction of the Court, in conformity with Article 36, paragraph 2, of the Statute of the Court, for a period of ten years as from August 6th, 1936, on any future disputes, excepting those in regard to which the parties would have agreed, after the coming into force of the Statute of the Permanent Court of International Justice, to have recourse to another method of pacific settlement."

THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XVI., No. 9.

SEPTEMBER, 1936.

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I.—SUMMARY OF THE MONTH.

September, 1936.

The outstanding events in the League's activities during September were the opening of the seventeenth ordinary session of the Assembly and the meeting of the Council.

The seventeenth ordinary session of the Assembly opened on September 21st and continued into October. Of the fifty-eight States Members of the League, fifty-two were represented, namely: Afghanistan, Union of South Africa, Albania, Argentine Republic, Australia, Austria, Belgium, Bolivia, United Kingdom of Great Britain and Northern Ireland, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, Dominican Republic, Ecuador, Estonia, Ethiopia, Finland, France, Greece, Haiti, Hungary, India, Iraq, Iran, Irish Free State, Latvia, Liberia, Lithuania, Luxemburg, Mexico, Netherlands, New Zealand, Norway, Panama, Peru, Poland, Portugal, Rumania, Siam, Spain, Sweden, Switzerland, Turkey, U.S.S.R., Uruguay, Venezuela, Yugoslavia.

The following States were not represented: Guatemala, Honduras, Italy, Nicaragua, Paraguay, Salvador.

There were three Prime Ministers (Bulgaria, Canada, Luxemburg) and twenty-six Foreign Ministers at this session of the Assembly (Afghanistan, Albania, Argentina, Austria, Belgium, United Kingdom, Bulgaria, Czechoslovakia, Denmark, Estonia, Finland, France, Iraq, Latvia, Lithuania, Luxemburg, Netherlands, Norway, Poland, Portugal, Rumania, Spain, Sweden, Switzerland, Turkey, U.S.S.R.

The session was opened by M. Rivas Vicuna (Chile) in his capacity as President of the Council. He said:

"This year—crucial beyond all others in the destinies of mankind—the honour of opening your ordinary session falls to the representative

of a country which, throughout the whole of its history, has given repeated proof of its genuine love of peace and has contributed to the utmost of its power to the promotion of peace.

"In 1915, four years before the League rose from the desolation and despair which the war left in its wake, the Chilean Government instructed its representative in Washington to lay before the Pan-American Union an international plan of action, the main lines of which corresponded exactly to the bases on which the League was afterwards founded. . . .

"At the present juncture, in the presence of the obvious dangers which threaten to destroy that work, born of the tribulations and despair of mankind, the Chilean Government believes it of supreme importance that the League should be universal. It considers that an endeavour must be made, by all appropriate means, to secure the co-operation of all States in our ideal of peace—an ideal which, moreover, is common to all nations.

"My suggestion that a study should be made of the Covenant, its application and possible reform, was the outcome of these beliefs. The principles by which my suggestion was prompted were endorsed by the last Assembly, and there can be no doubt that one of our most difficult and urgent tasks this year is to consider—in the light of the communications from the various Governments—by what means the League's authority can again be rendered effective so that all nations should, in future, have the assurance that it will never again be subjected to trials beyond its strength.

"The political events of the last few months have put the League to a stern test. A long and sanguinary conflict, the disturbed state of Europe, the increase in armaments—such are the causes of the concern, distress, and anxiety by which the League has been beset. . . ."

Speaking of the improvement in the economic situation, the President said:

"Since 1932 there has been an unbroken movement towards recovery, irregular, no doubt, but tending nevertheless to gather increased

momentum; this naturally points to the conclusion that the situation is propitious for the efforts of those who, in the economic field, are striving to devise a solution such as would help materially to dispel the clouds which overhang the political horizon.

"Among the Assembly's tasks is that of issuing instructions to the League's technical organisations; I venture to express the hope that at our present gathering the Members of the League will make a mighty effort and give a lead such as will start those organisations on activities of real value in the economic sphere, which, through the action of the Assembly and Council and the Government's determination to accomplish something practical, cannot fail to yield fruitful results."

The President then referred to the methodical and progressive activities of the League during the past year in the technical and humanitarian spheres, and continued:

"But the essential task of this institution, on which the faith and hope of mankind are centred, is and will always remain that of ensuring, protecting, and safeguarding peace. As regards this vital point, it would be useless and dangerous to close one's eyes to the disturbing realities of to-day. More than at any time since the League of Nations was founded clouds darken the horizon, more than ever before the mind of man is bewildered and his heart heavy with anxiety, more than ever the distant heavens seem deaf to the prayers which rise to them from the hearts of men.

"But we must not forget that to every new idea, every liberal principle, every effort to attain the ideal, final victory comes only after suffering and failure. . . .

"To-day, more than ever before, it is the duty of the Governments of all States, whether Members of the League or not, to ensure the happiness of the peoples and to promote their progress. They must avoid war or any recourse to force as a means of settling disputes. The League of Nations offers them impartial conciliation and justice. . . ."

The Assembly then proceeded to elect its Committee on Credentials. At the request of the Ethiopian delegate, the election took place by secret ballot. The Committee was composed of: Mr. Eden (United Kingdom), M. Litvinoff (U.S.S.R.), M. Delbos (France), M. Osusky (Czechoslovakia), M. Politis (Greece), M. Rüstü Aras (Turkey), M. Tudela (Peru), Mr. Jordan (New Zealand), and M. Limburg (Netherlands).

When the Assembly re-assembled after adjournment, M. Politis (Greece), Rapporteur of the Credentials Committee, announced that the question of the delegation appointed by His Majesty Haile Selassie I called for closer examination and suggested that the decision regarding this delegation should be postponed until the Committee had submitted a further report. This proposal was adopted.

On September 23rd the Committee presented a supplementary report to the Assembly. It pointed out that though the credentials in question were derived from the same authority as had issued the full powers of the Ethiopian delegations to previous assemblies, the situation in Ethiopia had greatly changed in various respects. The question was, therefore, whether the Head of the State from whom they emanated was exercising his legal title effectively enough to make these credentials perfectly in order. No member of the Committee suggested that the question should be settled in the negative. None the less, all the members felt some doubt as to whether they really were in order. The Committee, at one time, thought of proposing that the Assembly should ask the Permanent Court of International Justice for an advisory opinion as to whether, in view of the present position of His Majesty Haile Selassie I, the credentials met the requirements of the Rules of Procedure. But the Court could not be expected to give its opinion for several weeks, by which time the Assembly's session would probably have come to an end.

The Rules of Procedure of the Assembly lay down that any representative to whose admission objection has been made shall sit provisionally with the same rights as other representatives, unless the Assembly decides otherwise. Accordingly the view finally prevailed that reference to The Hague would have no practical value and that therefore the best solution would be to propose that the Assembly should consider the credentials submitted by the Ethiopian delegation as sufficient to permit its representatives to sit in the Assembly. This opinion met with the unanimous approval of the Committee which, in adopting it, took into account the consideration that in such a case the delegation in question should have the benefit of the doubt and also that, as this solution held good for the 1936 session only, nothing was being done to prejudice the future.

On the proposal of M. Tanczos (Hungary), seconded by M. Schmidt (Austria) and M. Aslani (Albania), the Assembly took a vote by roll call and adopted the supplementary report by thirty-nine votes against four, and six abstentions.

M. Saavedra Lamas (Argentina) was then elected President of the Assembly by forty-five votes, out of forty-nine cast.

On this occasion M. Rivas Vicuna paid a tribute to the merits of M. Saavedra Lamas, alluding to the Pact with which his name was linked, his share in the joint action of Chile

and the Argentine for the solution of the Chaco problem, and his work as President of the Buenos Aires Conference.

M. Saavedra Lamas took the presidential chair and thanked the Assembly for the honour conferred on him, which he interpreted as a further encouragement to Argentina's policy of fidelity to international morality—a policy of ordering the nation's life in accordance with the principles of law and Justice.

Recalling the co-operation of the American continent, which helped to give the League's activities a universal character, he pursued :

"In accepting the office of President, I am fully aware of my responsibilities. I need hardly say that in performing my duties I shall do everything I can to live up to a tradition of impartiality which has never been broken in the past, and which is more than ever necessary at this grave juncture in the world's affairs.

"We must proceed with our quest for peace and mutual understanding. We must not be disheartened, either by the diversity of our problems or by their unvarying complexity.

"During the seventeen years of its existence, the League has known alternately success and deep disappointment. Such is the lot of every living organism, in its necessary efforts to adapt itself to circumstances. This is a biological process which should cause us no surprise.

"We have undertaken to perfect this institution which we created ; that is one of the purposes of our present gathering. It was decided that revision should be carried out in the light of the experience gained, and I am grateful to note that six American countries are even now in a position to bring you quite recent evidence of successful peace-making."

He referred to the regional principle as applied to the settlement of the Chaco dispute, and thought that the conciliation procedure with the active participation of States not Members of the League followed in this connection might constitute a valuable precedent for the deliberations of the Assembly. He continued :

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"If procedure by amendment is slow and difficult ; if the interpretative system can do no more than lay down rules, are we not entitled to think that there is a third way of attaining the end we have set before us and of strengthening our institution by securing for it the co-operation of additional forces ? Such co-operation must be established in advance and must have all the force of a legal bond. . . .

"None will deny the necessity of securing for the basic work of conciliation the help of great countries whose absence impairs the universal character of the League and weakens collective security.

"All our hopes, all on which this admirable institution is founded, the statutory provisions which we feel need improvement—all that can

be condensed into a synthetic whole ; and its evolution on the moral plane is as necessary as the dynamic impulse that actuates all the springs of a mechanism. It can be summed up in two words : co-operation and solidarity. . . ."

Linking the session of the Assembly to the forthcoming meeting of the Pan-American Conference, he declared :

"These Conferences, which will be associated by a similarity of aim, will deal with analogous, if not identical, problems. They will seek means to attenuate the clash of interests between peoples and to convince them that the progress of each nation can only be advanced by international collaboration, replacing threats and violence by mutual understanding. It will only be possible to build up the work of our civilisation on a foundation of justice and right, thus upholding the freedom and dignity of mankind."

Commenting on the economic situation, he said :

"Politics and economics are intimately linked one with another. As long as we fail to secure a stable peace, we shall neither be able to rid ourselves of Customs barriers nor to overcome monetary fluctuations and anarchy, nor yet to reduce economic nationalism. A far-reaching restoration of trade, such as we considered in America at the seventh Montevideo Conference—the general growth of commerce—the increase of human welfare—all that these imply can only be attained if we overlook continental divisions and recognise the necessity for world co-operation."

He concluded by the following words :

"Law can only be the expression of a moral reality. We may amend the Covenant according to forms of law, but its efficacy will depend above all on the weight of the moral forces to which it owed its origin at a moment when civilisation, in a great spiritual awakening, reacted against the barbarism of war.

"The League of Nations has been the subject of many criticisms and many reproaches, and it has been made to bear alone the weight of many responsibilities. It is justified in turning upon its critics and claiming before the world the moral contribution, the gift of good faith, solidarity and even of sacrifice, which was promised to it at its birth, and with which it cannot dispense unless it is to fail in its mission."

Upon the proposal of the President, the Assembly despatched a telegram of good wishes for the speedy recovery of M. Titulesco, who was seriously ill and had, as the President pointed out, twice presided over the Assembly with the greatest talent and capacity.

* * *

The various items on the Assembly's agenda were allotted to its Committees as follows :

First Committee : Legal and Constitutional Questions.—Composition of the Council ; Participation of States non-Members of the League in the election of Members of the Permanent Court ; International Repression of Terrorism ; Rules of Procedure of the Assembly ; Convention on Nationality signed on December 26th, 1933. Chairman : M. Limburg (Netherlands), Vice-Chairman : M. Angel Ossorio y Gallardo (Spain).

Second Committee : Technical Organisations.—Work of the Health Organisation ; Work on the Problem of Nutrition ; Economic and Financial Questions ; Work of the Communications and Transit Organisation ; Constitution of League Committees. Chairman : M. de Langerhove (Belgium), Vice-Chairman : M. Veverka (Czechoslovakia).

Third Committee : Reduction of Armaments.—Resumption of the Work of the Conference for the Reduction and Limitation of Armaments. Chairman : M. Lange (Norway) ; Vice-Chairman : M. Sadak (Turkey).

In 1932, 1933, 1934, and 1935, the Assembly did not deem it necessary, owing to the session of the Conference for the Reduction and Limitation of Armaments, to set up the Third Committee. This year the delegations of Denmark, Finland, Norway, the Netherlands and Sweden submitted a motion to the effect that this Committee should be set up, in view of the fact that, during the general discussion, several speakers had raised the question of the advisability of undertaking new efforts in the sphere of disarmament. On September 30th, after having referred this motion to the General Committee, the Assembly decided that the Third Committee should be constituted.

Fourth Committee : Budget and Finances of the League.—Audited accounts of the seventeenth financial period (1935) and Auditor's Report thereon ; Budget of the League for the nineteenth financial period ; Report of the Supervisory Commission ; Contributions in Arrears ; Allocation of Expenses ; Report of the Administrative Board of the Staff Pensions Fund. Chairman : M. Guani (Uruguay) ; Vice-Chairman : Mme. Kluyver (Netherlands).

Fifth Committee : Social and Humanitarian Questions.—Traffic in Opium and other Dangerous Drugs ; Traffic in Women and Children ; Child Welfare ; Penal and Penitentiary Questions ; Assistance to Indigent Foreigners ; International Relief Union. Chairman : M. Schmidt (Estonia) ; Vice-President : Princess Starhemberg (Austria).

Sixth Committee : Political Questions.—Refugees ; Intellectual Co-operation ; Mandates. Chairman : M. Motta (Switzerland) ; Vice-Chairman : Dr. Turbay (Colombia).

Agenda Committee.—The following delegates were appointed members of the Agenda Committee, with instructions to submit proposals for dealing with any new questions that might be brought before the Assembly : M. Beck (Poland), M. Benavides (Uruguay), M. Bourquin (Belgium), M. François (Netherlands), M. Paul Boncour (France), M. Pflügl (Austria), M. Quo Tai-Chi (China).

General Committee.—The General Committee consists of the President and Vice-Presidents of the Assembly (the Chairmen of Committees being *ipso facto* Vice-Presidents of the Assembly). The first delegates of France, the United Kingdom, Yugoslavia, Canada, the U.S.S.R. and Italy * were elected Vice-Presidents of the Assembly. According to the already established practice, the Assembly appointed the Chairman of the Agenda Committee a member of the General Committee, and, as an exceptional measure, invited the Chairman of the Credentials Committee to serve on the General Committee.†

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In opening the ninety-third session of the Council, M. Rivas-Vicuna (Chile) welcomed Dr. Saavedra Lamas, Minister for Foreign Affairs of the Argentine Republic.

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The President of the Council addressed a telegram of good wishes to M. Titulesco during his recent illness.

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An Inter-Governmental Conference also met at Geneva during the course of the month and drew up a Convention on the use of Broadcasting in the Cause of Peace.

* * *

M. de Azcárate handed in his resignation from the post of Deputy Secretary-General of the League. The Council appointed Mr. Sean Lester, League High Commissioner in Danzig, to succeed him.

* As the Italian delegation did not come to Geneva this seat was left vacant.

† An account of the work of the Assembly will be given in the forthcoming issue of the Monthly Summary.

II.—LEGAL AND CONSTITUTIONAL QUESTIONS.

I. APPLICATION OF THE PRINCIPLES OF THE COVENANT.*

In accordance with the Assembly's recommendation of July 4th, 1936, the Governments of Sweden, Denmark, Colombia, Switzerland, Finland, Hungary, Peru, Iraq, Estonia, China, Poland, Iran and Afghanistan have forwarded to the Secretary-General proposals for improving the application of the principles of the Covenant.

* * *

The *Swedish Government* insists on the necessity for strengthening the means available to the Council for preventing war, modifying the unanimity rule, rendering the League more universal, reducing armaments, etc.

The *Danish Government* repeats certain of the proposals contained in the Norwegian and Swedish notes, and points out that it would be inopportune and dangerous to modify the League Covenant. If its rules be satisfactorily applied, effective results can be reached. Among the methods of rendering such application as satisfactory as possible, the Danish Government mentions the increase in the membership of the League, the modification of the unanimity rule, the reduction of armaments and the consideration of certain economic problems the solution of which would be of great importance for preserving world peace.

The *Colombian Government* stresses what it calls the decentralisation of the League and proposes the establishment of regional or continental associations to deal with problems specially concerning them, and to take steps to maintain peace in case of a local war or threat of war. The Council of the League would be composed of members elected by the Assembly from candidates submitted by the above associations. Military sanctions would be obligatory only for the States situated in the same Continent as the aggressor. Economic and financial sanctions would come into force automatically as soon as he had been determined by the League. Finally, the Colombian Government proposes the modification of the unanimity rule by excluding the vote of an aggressor State from a vote by a competent organ of the League.

The *Swiss Government* thinks that the revision of the Covenant must be considered in the light of experience. Circumstances are now very different from those prevailing when the Covenant was drafted, and the disparity between hopes and realities is largely responsible for the

decline in the League's prestige. The Swiss Government is desirous of strengthening the League's authority by rendering it universal. An effort should be made to facilitate the entry or return of those States which have never belonged or no longer belong to it. A non-universal League is not merely weaker and less effective, but is an institution whose character is liable to deteriorate. Article 16, relating to sanctions, should be reconsidered in order that a fair balance may be established between the risks incurred by a small country and a large one. The methods of preventing war should be improved, especially by a prompter and more effective application of Article 11. If the risks involved by Article 16 were to be made still greater, Switzerland would be obliged to call attention once again to her peculiar position and the neutrality thereby imposed on her.

The *Finnish Government* states that the Covenant might be amended with a view to rendering it both more effective and more elastic. But the present world situation is not favourable to the introduction of fundamental changes. Attempts should therefore be made to improve the methods of applying the principles of the Covenant by making it more comprehensive, by interpreting it in a practical manner and by intensifying the League's activities. It is highly desirable to secure the accession of States not yet Members of the League. Article 11 should be applied in such a way as to settle disputes at an early stage and, in this connection, the unanimity rule should be changed. As regards the application of Article 16, since the Covenant is one and indivisible, it is difficult to put the sanctions Article into effect until certain others, such as Article 8, have been adequately applied. The limitation of competition in armaments is one of the League's most urgent duties and the Finnish Government proposes the setting up of a permanent Disarmament Commission on which all countries would be represented. In order to reduce the number of disputes due to economic circumstances, it would be well to intensify the League's activities in the direction of facilitating international trade.

The *Hungarian Government* refers to its representatives' declarations at the last Assembly and is most anxious that the punitive clauses should be brought into equilibrium with those which—like Articles 11, 13 and 19—afford pacific and preventive means of settling disputes that may arise between States members, and which offer possibilities of remedying situations

* See Monthly Summary, Vol. XVI., No. 8, page 234.

of which the maintenance might imperil world peace. The Government proposes to send a detailed statement to the League in due course.

The *Peruvian Government*, in a memorandum on the reform of the Covenant, goes into detail as regards the amendments that might be made in several Articles. It mentions the conditions that should be fulfilled for the admission of a political entity into the League. The Council's composition should be entirely reformed by the abolition of the distinction between permanent and non-permanent seats—as being contrary to the principle of international equality. All the seats should be elective and should be filled by rotation, although it is reasonable to attach weight to the extent to which the political interests of States are represented by the League. The unanimity rule, of which the object is to avoid making the League a super-state, should be amended to enable the Council to take any necessary decisions under Article 15 by a two-thirds majority.

It is necessary to introduce into the organisation of the Secretariat the principle of proportional representation of Continental groups. Wars of aggression should be formally condemned and the acquisition of territory by force should never be recognised. Measures of coercion which experience has shown it is impossible to apply universally should not be adopted. As regards sanctions, Peru proposes that the enumeration of these contained in Article 16 should be clear and their application gradual, geographical factors being always taken into account. The Council's power to recommend military sanctions to Governments should be replaced by the power to authorise the use of military force by a State applying for such authorisation. As regards the revision of treaties which have become inapplicable (Article 19), Peru proposes that the unanimity rule be replaced by a provision for a two-thirds majority. Lastly, the Monroe doctrine mentioned in Article 21 is not a regional understanding, but a unilateral rule of the foreign policy of the United States. Regional understandings may be of value especially in connection with the application of sanctions; but such agreements should be expressly declared by the Council to be consistent with the Covenant.

The *Government of Iraq* holds that the Covenant of the League is the best possible basis for the application of the principle of collective security, to which it attaches the utmost importance. Past failures of the system are due, not to the shortcomings of the Covenant, but to extraneous facts. The Covenant should

be separated from the post-war treaties and an effort should be made to give practical application to the principles of equality which it contains. Future failures can only be avoided if Members are prepared to subordinate individual to universal interests, accepted and defined by the Assembly. The question of disarmament must be re-examined, and attention given to raw materials, surplus population, colonial possessions and the possibility of extending the application of the mandates system. Customs tariffs and other restrictions on international trade, including currency restrictions, should be considered.

The solution of these questions is not to be achieved within any very short time, but the *Iraqi Government* makes certain proposals that apply to the intermediate period. The Members of the League should know in advance what assistance may be expected by them from their fellow-Members, in case of aggression, and the application of the measures proposed by the Co-ordination Committee should be studied further and be the subject of a report. Finally, economic and financial sanctions should remain world-wide, whilst obligations to take military measures should be regional and agreed on in advance amongst States whose geographical position gives each an interest in the fate of any of the others.

The *Estonian Government* is of opinion that the main duty of the League is to supervise the working of collective security, and every effort should be made to improve the means of preventing war. The Covenant and the Pact of Paris should be brought into harmony and special attention paid to defining aggression and determining the aggressor. The unanimity rule should be abandoned as regards decisions under Articles 11 and 16. The application of economic sanctions would be more effective if a detailed plan were prepared beforehand. As regards military sanctions, Estonia agrees with Peru and certain other States that they should be organised regionally, but always in the spirit of the League and under its ægis.

The *Chinese Government* believes that what is needed is not a revision of the Covenant, but only the elucidation of the methods for the realisation of the principles it already embodies. In view of the provisions governing amendments to the Covenant, an attempt at the present moment to reform this fundamental instrument might not only prove to be a long and fruitless task, but even detrimental to the League's prestige.

For the purpose of strengthening the effectiveness of the guarantees of security, the Chinese

Government makes suggestions regarding certain articles. Under Articles 10 and 11, the League is called upon to take preventive or repressive action according as there is a threat of aggression or actual war. The Chinese Government is of the opinion that, whenever there is a danger of external aggression, more effective preventive means should be taken. To this end it should be made clear in some suitable form that the measures provided for in Article 16 should not be excluded from the action which the League can take under Articles 10 and 11 of the Covenant. In order to facilitate the application of repressive measures, the Assembly should adopt a definition of "aggressor." The Chinese Government proposes the establishment of a permanent commission of experts to work out a definite procedure for the application of sanctions so that the measures adopted may be automatic, immediate and all-inclusive. Considering the practical application of the military sanctions contemplated in paragraph 2 of Article 16 as essential, it suggests that a study be made of the political, technical and other aspects of this question. It is prepared to accept the principle of regional pacts of collective security, provided they are intended to strengthen the guarantees existing in the Covenant, and are to serve as a supplement to and not as substitute for any of its important provisions. The Chinese Government favours the view that the unanimity rule in regard to action taken under Article 11 might be relaxed so as to exclude the votes of the parties directly concerned.

The *Polish Government* fully realises the necessity for making international co-operation and solidarity more effective within the framework of the Covenant. It considers it premature, however, to submit in writing at this stage such solutions as it might be able to recommend, because in its opinion it would be more practical for the constitutional problems raised by any particular interpretation or application of the Covenant to be discussed in a political atmosphere which had been cleared of the heavy anxieties of the present moment.

The *Government of Iran* recalls the importance it attaches to the strengthening of the Covenant and of the principles of collective security, indivisible peace and the equality of States within the League of Nations. It is also ready to admit that these principles can perhaps be still further strengthened by the interpretation of certain articles of the Covenant. Nevertheless, it considers that present circumstances are by no means favourable for the opening of

a useful discussion on any readjustment or interpretation of the articles of the Covenant.

The *Government of Afghanistan* considers that the articles of the Covenant, as they stand, do not admit of any alteration, for, if they are completely projected and applied in time, they will be effective to check aggression.

* * *

It has been thought that the foregoing summary of the replies received from Governments would not be complete without some reference to the proposals verbally submitted during the general discussion on the application of the principles of the Covenant in the Assembly by the delegates of countries which had not forwarded communications on the subject to the Secretary-General.

The following is a brief summary of the relevant passages from the speeches of certain delegates :

Mr. Eden (United Kingdom) pointed out that in considering the problem of the League's future, there were two essential elements : its machinery and the will to work that machinery. Of the two, the second was infinitely the more important. The motive for examining the Covenant and the procedure of its application was the recent failure of the collective action of the Members of the League. The principal causes of that failure were two-fold : the lack of universality of the League and its failure to play a more energetic and effective part in the earlier stages of the crisis. Its authority had been greatly impaired by the fact that its pronouncements did not have the weight of a verdict of world opinion. The necessity should therefore be borne in mind for winning the widest possible acceptance for the measures proposed, so that it might be re-invested, to the greatest possible extent, with that universality which alone could give it full authority and effect.

Abstentions and defections from the League were based on two principal objections : that the Covenant invites signatories to assume obligations which all the Governments of the world are not ready, in present circumstances, to accept ; and that it stands for the maintenance of an order of things with which some Governments are not content. In the opinion of the United Kingdom Government, machinery should be devised which would enable the League to intervene more effectively in the early stages than recent experience had shown to be possible. Its activities had, in the past, been hampered by the assumption that the rule of

unanimity must apply to Article 11. His Government attached importance to the suggestion that the Council should be enabled to make recommendations under the first paragraph of Article 11 without the consent of the parties to a dispute. Were this proposal to find general acceptance, it would be prepared to play its full part in the examination of any case that arose and in any steps which such examination might show to be practicable and desirable. The United Kingdom Government regarded it as all important that the Members of the Council should in any dispute express their views at an early stage and be asked to indicate the measures that they would be prepared to take to give effect to them. If, at the outset, the parties were left in no doubt as to the will of the Council and the determination of the Member States to enforce it, a powerful deterrent would be provided to any party contemplating aggression in violation of the Covenant; and the earlier such party were brought to realise the situation, the easier it would be for it to modify its attitude and to conform to the Council's recommendation. Delay too often meant that one or both of the parties committed themselves to military preparations, which became increasingly difficult to revoke; and the other Members of the League were thus faced with a situation in which it was more difficult and hazardous for them to intervene with effect.

Mr. Eden stressed the merits of regional pacts devised to strengthen general security. One of the great advantages of these was that their terms were known in advance, as were the conditions in which they would be applied. The uncertainty of the operation of wider and more ambitious schemes might tempt an aggressor to hazard the risk that they would not be operated. His Government, therefore, was in favour of regional pacts provided that they were consistent with the Covenant, and it should be considered whether such pacts ought not to be submitted to the Council or the Assembly for approval. His Government was resolved to endeavour to negotiate such a pact in respect of Western Europe.

In Mr. Eden's view there was nothing wrong with the Covenant of the League. Its general principles were right. It formed a logical and reasonable system which should not be incapable of practical application. Its shortcomings were due to the failure on the part of States Members to apply the system loyally and integrally. If nations were to co-operate loyally for the maintenance of peace, that peace must rest on a basis that appeared to them desirable, or at

least acceptable. They would only strive to maintain a *status quo* that had won general acceptance, or to prevent a *status quo* from being forcibly changed, when they were convinced that there existed pacific methods whereby the changes could be effected.

One of the principal failings of the League, in the judgment of some, was that it had come to be regarded as an attempt to stereotype a state of things that could hardly be expected to endure for all time. Human life was not static, but changing, and it would be a mistake to try to encase world affairs in a rigid mould of a particular date. Indeed Article 19 of the Covenant recognised the impracticability of a rigid maintenance of the *status quo*. A frank discussion of grievances might go some way towards removing misconceptions, and an expression of opinion on the part of a great majority of the Assembly would exert moral pressure on the side of the remedy of injustice. It would be impracticable, however, to seek to give the Assembly power to impose changes against the wish of the parties concerned.

Finally, in the United Kingdom Government's view, it would be desirable for the Covenant to be separated from the Treaties of Peace in which it now remained incorporated, and to take the form of a self-contained convention.

Mr. Mackenzie King (Canada) said that his Government did not believe that formal amendment of the Covenant was now either possible or necessary. It was opposed to the view that the League's central purpose should be to guarantee the territorial *status quo*, and to rely upon force for the maintenance of peace. The mediation and conciliation aspects of the Covenant should be emphasised with a view to transforming the collective system from a hope into a reality.

Mr. Mackenzie King pointed to the danger that regional agreements might develop in practice into old-fashioned military alliances, and to the fact that, under present circumstances, they could only be worked out in parts of Europe. He expressed his Government's sympathy for the suggestion that unanimity could not reasonably be required in any effort of the Council or the Assembly to effect conciliation. He also welcomed the proposal that the Covenant should be detached from the Versailles Treaty.

For M. Schmidt (Austria) one of the defects most damaging to the League's authority resided in the fact that the Covenant was still part and parcel of the Treaties which put an

end to the calamitous world war. These Treaties were intended to apply only for a limited period, whereas the League was to serve the eternal idea of humanity. The Austrian Government expressed the hope that the idea of universality would be achieved as completely as possible in the near future. Careful consideration should be given to those Articles of the Covenant which, if they were applied too strictly, might entail the risk of aggravating a situation already delicate in itself, instead of permitting a settlement. Whilst desirous of developing the vital forces of the League, his Government was of the opinion that cases might occur—and had, in fact, occurred in the past—in which the smoothing out of difficulties amongst States could be more easily sought along the lines of the old direct diplomacy than by recourse to an international forum.

Mr. Bruce (*Australia*) declared that his Government did not think there should be amendments to the Covenant, but that it was desirable, on the other hand, that, by interpretative action, the obligations of States Members should be more clearly defined. He supported the views of the United Kingdom Government in respect of Article 11. In his opinion, the possibility should be considered that, in circumstances likely to endanger the peace of the world, the States Members of the League should be called together to determine their attitude towards a country that appeared to be embarking upon aggression, so that they might be prepared to take some action on a co-operative basis before the contemplated aggression actually took place. He supported also the suggestion put forward by the United Kingdom Government in respect of regional pacts, whilst pointing to the desirability of safeguarding against these pacts becoming military alliances. In his view, the League could not succeed if it was to be turned into an instrument for the maintenance of the *status quo*. The rule of law should also be the rule of equity. His Government was in favour of the separation of the Covenant from the Peace Treaties. With regard to Article 16, it desired merely that the existing practice should be recognised and put beyond question.

The Aga Khan (*India*) alluded to the necessity for dealing with military disarmament indirectly, if the time were not ripe to do so directly, for promoting the suggested enquiry into access to raw materials, and for action in favour of breaking down the barriers of economic nationalism.

M. Krofta (*Czechoslovakia*), speaking on behalf of the countries of the *Little Entente* (Rumania, Yugoslavia and Czechoslovakia), expressed the belief that no modification of the Covenant was called for. What was needed was a change of practice in the application of certain of its provisions. This could be done by the Assembly's passing resolutions setting forth its views on the application of the Covenant without impairing its fundamental principles, which have a bearing upon the sovereignty of States, and their equality.

In connection with the application of Article 16, events had shown that economic and financial measures were insufficient, but that nations were not always ready to participate in military measures when their own vital interests were not at stake. It therefore became necessary to adjust the enforcement of Article 16 to these conditions. In all cases which might arise, co-operation in regard to military measures should be organised beforehand among States whose vital interests would be threatened by a breach of the Covenant. This object could be achieved by the formation of new regional ententes. If, however, the League should encourage regional agreements with a view to carrying into effect the military obligations of Article 16, it should, on the other hand, make every endeavour to develop its preventive action, in order that such agreements might never have to operate.

In respect of Article 19, no change would be possible without the free and formal consent of the parties concerned. To bring territorial questions before the Assembly would, far from serving the cause of peace, profoundly disturb the good understanding between nations.

M. Tazaz (*Ethiopia*) expressed the view that the Covenant was sufficiently clear. It did not require modification, but the action of the League was far from inspiring the confidence of its Members. Experience had shown that, unless there was a radical change in the manner of application of the Covenant, the League would not be able to give real assistance; its action would be confined to exhortations, prayers and threats, or even the offer of economic advantages to the aggressor, at the expense of the victim.

M. Monteiro (*Portugal*) laid emphasis on the fact that what was lacking at the present moment was a determination to enforce the Covenant. A reform of the status of the Council should invest it with greater elasticity in order that those who had an interest in the

questions on hand should have an opportunity of making their views heard. The Council seemed isolated from the community of nations. Although democracy was frequently praised in the League, it could not be said that the organisation of the Council was democratic. As regards the application of sanctions, collective security could only be safeguarded by military measures. To abandon the system of sanctions would be an error. Every State should shoulder definite responsibilities in this matter, in order that when the time came no doubts might subsist.

2. ELECTION OF THREE NON-PERMANENT MEMBERS OF THE COUNCIL.

On September 29th the Assembly proceeded to the election of three non-permanent Members of the Council. Bolivia, New Zealand and Sweden were elected to succeed the Argentine, Australia and Denmark.

3. ELECTION OF MEMBERS OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

A. On September 25th M. Munch, representative of Denmark, Rapporteur, presented to the Council the second report * of a Committee of Jurists appointed on May 11th, to advise the Council on :

(a) the measures to be taken to appoint new Members of the Permanent Court of International Justice to fill the vacancies recently created ;

(b) the question of the participation of States not Members of the League which are parties to the Statute of the Court in the election of Members of the Court.

On the basis of the jurists' conclusions, the Rapporteur submitted to the Council two draft resolutions, which read as follows :

I.

The Council

Proposes to the Assembly that the two seats vacated through the death of M. Schücking and the resignation of Mr. Kellogg shall be filled by an election by *scrutin de liste* at which the candidates nominated for those seats shall alone be eligible, and that there shall be a separate election to fill the seat vacated by M. Wang, at which only the candidates nominated for that seat shall be eligible.

II.

The Council,

Having regard to the provisions of the third paragraph of Article 4 of the revised Statute of the Permanent Court of International Justice,

* The first report was submitted to the Council by the Committee in May last. See Monthly Summary, Vol. XVI., No. 6, page 190.

1. Proposes that the Assembly decide that, if a State which is not a Member of the League, but is a party to the Statute of the Court, notifies the Secretary-General of its desire to participate in the election of members of the Court, such State shall *ipso facto* be admitted to vote in the Assembly.

2. Further proposes that the Assembly decide, as a provisional measure and without prejudging any question of principle, that any election of members of the Court which may take place before January 1st, 1940, Germany, Brazil, and Japan, being States which are not Members of the League but are parties to the Statute of the Court, shall, if they notify their desire to do so to the Secretary-General, also be admitted to vote in the Council ;

And reserves the right to make subsequently to the Assembly a proposal regarding participation in the voting in the Council at elections of members of the Court which occur after January 1st, 1940.

3. The Secretary-General would be instructed to take the necessary measures to allow States which, though parties to the Statute of the Court, are not Members of the League of Nations to participate in the elections.

M. Beck, representative of Poland, said he shared the view that Germany, Japan and Brazil should be entitled to participate in the elections both in the Council and in the Assembly. In his opinion, the Rapporteur's proposals provided a practical provisional solution. He made it clear, however, that they would not bind the Members of the Council in regard to the final solution of the problem of the participation of non-Member States in elections to the Court.

After M. Saavedra Lamas, representative of Argentina, M. de Vasconcellos, representative of Portugal, and M. Rüstü Aras, representative of Turkey, had supported the conclusions of the report, the Council adopted the two resolutions.

* * *

B. On September 25th the Council decided, upon the proposal of M. Munch, Rapporteur, that the election to fill the vacancy created by the death of Baron Rolin Jacquemyns, who died on July 11th, 1936, should be held during the 1937 session of the Assembly, unless there were an earlier meeting of the Assembly on the agenda of which the Council decided to place the question.

The Rapporteur pointed out that this election could not take place during the present session of the Assembly owing to the provisions of para. 1 of Article 5 of the Court's Statute, which lays down that requests for nominations should be despatched at least three months in advance of the date fixed for the election.

4. CONSTITUTION AND WORKING OF LEAGUE COMMISSIONS.

On January 24th, 1936, the Council adopted a report on the constitution, procedure and practice of League Commissions containing a set of general regulations and providing for the re-organisation of certain of these.*

On May 13th, M. Paul-Boncour, representative of France, the Rapporteur, informed the Council of what had been done in regard to this reorganisation.†

A further report was submitted to the Council by M. Paul-Boncour on September 26th.

1. *Advisory Commission for the Protection and Welfare of Children and Young People.*—In his report, M. Paul-Boncour reminded the Council that when the reform in the Statute of the Advisory Commission for the Protection and Welfare of Children and Young People was considered by the Council last May, certain points had been raised by the Polish and Rumanian representatives in regard to the participation of assessors in the work of the Commission. The Rapporteur explained that there was no intention of depriving the Commission of expert assistance which might be available, but of according rights to Governments commensurate with their responsibilities; in other words, the Commission, as a Governmental body, should be free to determine its own agenda and to decide as to the recourse to be had to the co-operation of voluntary assistance. There would in fact be very extensive co-operation and the Commission would continue to display in choosing its assessors that absolute fairness which had always animated its activities. Moreover, the Commission would always be free to invite to its meetings corresponding members who had submitted specially interesting observations in writing and whose assistance in examining any given question appeared particularly valuable. The Commission had, in paragraph 10, made provision for nominating one or more assessors for the study of particular subjects, and this would allow of the possibility of appointing a limited number of assessors for a specified period.

The Rapporteur accordingly moved that the Council finally adopt the plan submitted by him in May.

2. *Advisory Committee of Experts on Slavery.*—It had been urged last May by one member of the Council that delegates of Members of the

League should have access to the Slavery Committee's meetings. M. Paul-Boncour thought that in recording this proposal the Council was not making an exception to principles laid down in an explicit resolution of the Assembly. The Assembly alone would have power to modify or moderate the principles set out in its resolution.

3. *Communications and Transit Organisation.*

—The Rapporteur had explained to the Council in May the difficulties encountered by the special Committee of the Advisory and Technical Committee for Communications and Transit in carrying out the reforms proposed in the general report adopted by the 1935 Assembly. In view of the nature of the objections raised, it seemed somewhat difficult to establish modified statutes for the Transit Organisation without taking into account the situation mentioned in the special Committee's report, which made it impossible to follow the guiding principles of the Assembly's resolution in all respects.

He proposed that the Council should transmit the special Committee's report to the Assembly; if the Assembly entrusted the Council with the task of drawing up the revised statutes, the Rapporteur would make proposals on the subject later.

4. *Health Organisation.*—The reform of this Organisation as recommended by the special Committee was beset with difficulties due to the nature of the Organisation itself and to the agreement concluded with the *Office International d'Hygiène publique* in Paris. The special Committee suggested that an annual assembly should be held to consider the Organisation's work and proposed that the *Office International d'Hygiène publique*—which the League had recognised as an autonomous body—should be asked if it would agree to organising discussions of this kind. The Assembly, when accepting that proposal, pointed out that the *Office* should be consulted before the constitution of the Health Organisation was finally determined.

This consultation took place, and the Rapporteur, in seeking a solution was careful to avoid prejudicing the *Office's* autonomy. The report submitted to the Council was drawn up as a compromise, having the advantage of making it practicable, with due regard for the general principles laid down by the Special Committee and approved by the League, to call an annual meeting of a plenary assembly at which all Governments, whether Members of the League

* See Monthly Summary, Vol. XVI., No. 1, page 17.

† See Monthly Summary, Vol. XVI., No. 5, page 134.

or not, might compare their experience in regard to public health and consider the work of the League's Health Committee and its future programme. The conditions under which the plan would be carried out would be fixed by agreement between the Secretary-General and the President of the *Office*. The Rapporteur considered that if the proposal was approved by the Council and the Assembly, the statutes could come into force as soon as they were ratified by the Permanent Committee of the *Office International d'Hygiène publique*. The draft runs as follows :—

"The Health Organisation of the League of Nations shall consist of :

"A. *A Health Committee*.—The technical advisory organ of the Council and of the Assembly.

"B. *A General Advisory Health Council*.—The Permanent Committee of the *Office international d'Hygiène publique*, set up at Paris by the Rome international arrangement of December 9th, 1907, will act as the General Advisory Health Council.

"I. *Health Committee*.

"1. The Health Committee consists of twelve members, including the President of the Permanent Committee of the *Office international d'Hygiène publique*, who shall be Vice-Chairman, *ex officio*, and eleven other members appointed for three years by the Council of the League of Nations. These members must include one national of each State having a permanent seat on the Council.*

"2. In accordance with paragraph 4 of the General Regulations on Committees, when the Committee holds its first session after each general appointment of its members by the Council, it will draw up and submit to the Council a general programme of work for the duration of its term of office, taking into account the recommendations of the annual assembly.

"3. The internal working of the Committee is governed by the General Regulations on Committees, as amplified by the Rules of Procedure of the Committee.

"II. *General Advisory Health Council*.

"1. In accordance with the provisions of the scheme approved by the Assembly of the League of Nations in 1923, the General Advisory Health Council :

"(a) Will consider, discuss, advise or report on any questions which may be submitted to it by the Health Committee of the League of Nations ;

* This paragraph was subsequently amended to read as follows :—

"1. The Health Committee consists of twelve members, including the President of the Permanent Committee of the *Office international d'Hygiène publique*, who shall be Vice-Chairman, *ex officio*, and eleven other members appointed for three years by the Council of the League of Nations, these members necessarily including the representatives of the principal national health administrations."

"(b) Will transmit to the Health Committee any question which it thinks it desirable for the Health Committee to study.

"2. The annual assembly of the General Advisory Health Council shall be held in Paris at the end of one of the sessions of the Permanent Committee of the *Office international d'Hygiène publique*. An account of the work done by the Health Organisation during the past year and an outline of the programme proposed for the following year shall be submitted to this meeting by the Health Committee. The members of the Health Committee shall be entitled to attend this meeting.

"The States Members of the League of Nations which do not participate in the *Office international d'Hygiène publique* and which did not accede to the international arrangement of December 9th, 1907, shall be invited by the President of the Permanent Committee of the *Office international d'Hygiène publique* to send representatives to this meeting. They shall defray the travelling expenses and subsistence allowances of their representatives.

"The subsistence allowances of the members of the Permanent Committee of the *Office international d'Hygiène publique* during this special meeting shall be defrayed by the *Office international d'Hygiène publique*. The expenses of the members of the Health Committee, unless they are also members of the Permanent Committee of the *Office international d'Hygiène publique*, shall be defrayed by the League of Nations.

"The detailed agenda of the meeting and its duration shall be fixed by common agreement between the President of the Permanent Committee of the *Office international d'Hygiène publique* and the Chairman of the Health Committee.

"The records of the meetings shall be sent to the Secretary-General of the League of Nations.

"The executive details shall be fixed by agreement between the Secretary-General of the League of Nations and the President of the *Office international d'Hygiène publique*.

"3. The Health Section of the Secretariat of the League of Nations and the *Office international d'Hygiène publique* will keep closely in touch. Each will communicate to the other all documents relating to its work.

"A copy of each of these documents will be sent direct to every member of the Committee of the *Office international d'Hygiène publique* and of the Health Committee of the League of Nations."

5. ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

M. Paul-Boncour proposed that the Council should approve the rules recently drawn up by the Advisory Committee, which were in conformity with the General Regulations for Committees.

6. INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION.

During its July session, the Committee on Intellectual Co-operation found that the revision of its Rules of Procedure involved a re-adjustment of the rules governing the working of the Committees which form part of the Intellectual Co-operation Organisation. The Committee accordingly asked the Council to agree to new draft rules being submitted to it at a later date.

The Rapporteur moved that the Council agree to the extension of the time limit as requested.

During the debate in the Council, M. de Vasconcellos, representative of Portugal, made every reservation in regard to the part of the report dealing with the Health Organisation. His country was particularly concerned in the proposed reform. As he had only received the report the previous evening, he had been unable to consult the technical authorities in Lisbon, whose views he would have liked to obtain.

M. Komarnicki, representative of Poland, agreed with the Rapporteur in regard to the statutes for the Advisory Commission for the Protection and Welfare of Children and Young People and thanked M. Paul-Boncour for his conciliatory efforts to meet the legitimate wishes of the Organisations which had lent effective aid to the League for years past.

With reference to the new constitution of the Health Organisation, he objected to the passage to the effect that "these members must include one representative of each State having a permanent seat on the Council" and proposed that it should be omitted. A point of constitutional principle was involved, and not an objection in regard to practice, seeing that in fact the important members—which must include the permanent Members of the Council—would always sit on the Committees of the League.

Mr. Eden, representative of the United Kingdom, suggested that account might be taken of the point raised by the Polish representative, by eliminating the sentence to which he had referred and substituting for it an addition to the previous sentence as follows: "these members necessarily including the representatives of the principal national health administrations."

M. Paul-Boncour accepted this proposal, but wished to point out that the passage was merely a reproduction of the text of the old regulations. The Polish representative had stated that he had nothing against the continuance of the existing practice. It was only the wording to which he took exception. He

agreed with the wording suggested by Mr. Eden, provided the expression "the principal administrations" was not interpreted as necessarily implying that the representatives appointed must be officials. Every country was entitled, for example, to appoint a doctor or a professor.

As to the question raised by the Portuguese representative, M. Paul-Boncour explained that the draft regulations would be submitted to the *Office International d'Hygiène publique*, and it would be open to the *Office* to accept any change in the text.

M. de Vasconcellos said he would not oppose the adoption of the report, but he could not approve a draft which he had not been in a position to consider.

The Council then adopted the conclusions of the report, subject to the amendment proposed by the United Kingdom at the request of the Polish representative.

7. INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The Treaties and International Engagements registered with the Secretariat of the League during September, 1936, include :

Exchanges of Notes between Salvador and Sweden, Guatemala and Sweden, and Poland and Sweden, constituting an agreement regarding commercial relations between the two countries (San Salvador, June 23rd, 1936; Guatemala, July 11th, 1936; and Warsaw, July 3rd, 1936), presented by Sweden.

Additional Acts completing the Treaty of Commerce between Germany and Hungary, concluded at Geneva on July 18th, 1931 (Berlin, July 22nd, 1933, and Budapest, February 21st, 1934), presented by Hungary.

An Exchange of Notes between Denmark and Japan, respecting mutual judicial aid in civil and commercial matters (Tokio, July 16th and 23rd, 1936), presented by Denmark.

A Declaration regarding civil procedure between Belgium and France, in the relations between Belgium and the French Zone of the Shereefian Empire (Rabat, July 16th, 1936), presented by Belgium.

An Agreement between the United States of America and Brazil concerning a naval mission of the United States of America to Brazil (Washington, May 27th, 1936), presented by the United States of America.

An Agreement between Germany and Austria regarding passport facilities to be granted in frontier traffic (Berlin, August 26th, 1936), presented by Austria.

III.—TECHNICAL ORGANISATIONS.

I. HEALTH ORGANISATION.

Meeting of the Bureau of the Health Committee.

On September 19th, the Council received the report of the Danish representative, M. Munch, on the recent meeting of the Health Committee in Moscow.

* * *

At the invitation of the U.S.S.R. Commissariat of Public Health, the Bureau of the Health Committee held one of its periodical sessions at Moscow from June 22nd to 28th. The main subjects considered were rural hygiene and nutrition.

As regards *Rural Hygiene*, the Bureau considered the work done by the Health Organisation and its future action in that field. Professor Parisot was requested to prepare a plan for this action, in consultation with the Director of the Health Section.

As regards *Nutrition*, the Bureau examined the report of the Technical Committee set up by the Health Committee to study the subject.

The Committee in question drew up a report in London last November regarding the physiological basis of nutrition, i.e., the scientific principles to be observed in order to secure the optimum nutrition for the individual, especially during the period of growth. The report was communicated to the principal scientific and social institutions in various countries.

At its second session, the Commission noted the observations received from those institutions and revised and completed its report, emphasising the fundamental importance of milk in nutrition.

At the close of its session, the Bureau of the Health Committee was invited by the Commissariat of Public Health of the U.S.S.R. to make a tour of the country, in the course of which they visited Leningrad, Gorki, Rostov-on-the-Don, Tiflis, Sochi, Novorossiysk, Yalta, Sevastopol, Zaparozh, and Kiev.

This tour of investigation may be regarded as forming part of the system of liaison between health administrations, and was the first occasion on which a League body visited the territory of the Union of Soviet Socialist Republics.

2. ECONOMIC AND FINANCIAL ORGANISATION.

(a) *Work of the Economic Committee.*

The Economic Committee held its forty-fourth session in Geneva from September 7th to 12th. The Chairman was Sir. F. W. Leith-Ross (United Kingdom).

The Committee at this session had to deal more particularly with international economic relations, the most-favoured-nation clause, clearing agreements and exchange control.

International Economic Relations.

Believing that its most important task should be to discover means of an economic character to assist the general recovery and make a contribution to the maintenance of peace, the Committee considered what adjustments were necessary for the restoration of the international situation and what is the prospect of achieving this under present circumstances.

In the Committee's view, the prospect may be considered relatively favourable. Signs of improvement, which last year were uncertain and hesitating, are becoming more marked, although they are not equally distributed throughout all countries. But this progress could not develop fully unless it were accompanied by a recovery in international trade.

Accordingly, the Committee put forward certain important suggestions as to the steps to be taken. These harmonise with the views expressed by M. Van Zeeland at the conclusion of the last Assembly, when he stated that in the grave circumstances of the present day, a resolute effort in the economic sphere might make an important contribution towards the preservation of peace.* He thought it would be a wise decision if the next Assembly were to extend the scope of its deliberations and if "without neglecting in any way what must be done in the political sphere" it "should again make a comprehensive and strenuous effort to set in motion an economic revival."

The first objective, in the Committee's view, must be to restore a situation in which, irrespective of frontiers, the purchaser can buy what he wants, the debtor pay what he owes, and the tourist go where he wishes without encountering, owing to government intervention, impassable obstacles such as quotas and currency control. It is essential that each country should make its own contribution to effect this restoration.

The Committee did not wish to pronounce dogmatically for or against monetary devaluation, or to give advice on the best policy to be followed. But in order to restore international trade, it was necessary to fill in the gap which separates the price levels of the

* See Monthly Summary, Vol. XVI., No. 6, page 185.

majority of countries with a gold standard from those of the majority of the countries with a depreciated currency. The operation which consists in bringing—by means either of deflation or devaluation—internal prices into line with external prices was one which each country must carry out of its own accord and by its own efforts. Nevertheless, it was clear that the co-operation of other countries could create conditions under which this operation might be carried out with a minimum of risk and a maximum of gain.

This co-operation might lesson the misgivings of countries which hesitate to take such a step so long as they fear the further deliberate devaluation of the principal currencies, more particularly sterling and the dollar.

Lastly, countries which have based their whole economic system on the existence of a close network of quotas and measures for currency control would probably hesitate to do away with these measures unless they were assured that other countries will reduce their restrictions in their turn. Their contribution towards a restoration of normal trading conditions should consist in abolishing all limitations on the amount of imports and in removing exchange control, thus enabling their currencies once again to play their full part as an instrument of trade. But before doing away with exchange control and the artificial value of their currencies they consider it essential to make provision for adjustment or consolidation of their debts and for the support of their currencies.

At the same time efforts to restore budgetary equilibrium would in any case be required, especially because, although the abolition of exchange control may suffice to revive short-term credit, only the confidence resulting from a complete restoration of normal conditions would place long-term capital once again at the disposal of those countries which have need of it.

As regards exchange stability, it should also be noted that the two principal currencies, the dollar and sterling, have in fact been stable for a long time past and that neither in the United Kingdom nor in the United States is there any desire to embark upon a further deliberate devaluation.

But, if the currencies of several large countries were adjusted, the sudden return of capital might, in the absence of measures designed to guard against this pressure, affect the value of sterling and possibly also of the dollar, at all events for a time.

The Committee was well aware that this programme of normalisation called for determination and courage. But it would have a two-fold advantage: economic restoration and political restoration, recovery and relief of commercial tension. Approached from this angle, as a work of peace and a constructive effort to bring about the economic restoration of Europe and the success of national programmes of social progress, it would probably obtain the necessary support in all countries which realise the gravity of the present situation.

The Committee then asked itself whether it was reasonable to believe that the countries concerned were better able to-day than they were in 1933 to play their part and make the necessary concessions, and considered that there were a whole series of reasons why an affirmative reply should be given. In a large part of the world there were factors which pointed to the possibility of a re-establishment of international economic co-operation.

All countries felt the necessity for making some effort, both in the national and the international sphere, to change the present atmosphere of tension and unrest. But the idea of a world conference should be ruled out, since from the outset the diversity of the interests of different countries would constitute an obstacle to its success.

Questions such as the readjustment of price levels and the currency measures necessary for the purpose must be settled unilaterally by each of the countries concerned, and it was for those countries to decide whether and in what form they wished to consult with other States with a view to obtaining their support or assurances calculated to facilitate the carrying out of their policy.

It should be repeated, however, that, to be effectively maintained, the readjustment of price levels must be supplemented by the lowering of trade barriers and the abolition of currency restrictions. The readjustment of prices would automatically afford ample protection for the national economy and enable various quantitative trade restrictions, which might be regarded as essential so long as internal prices and world prices are maladjusted, to be relaxed immediately or abolished altogether. In this sphere also it was in the first place for the Governments concerned to act on their own initiative, in the interests of the economic development of their own countries, so as to encourage the upward trend of business and the restoration of the currents of world trade.

In conclusion, the Economic Committee pointed out that the world had reached a parting of the ways, where there would follow either a further contraction of trade or a restoration of normal conditions which would bring untold benefit to all countries.

* * *

The Economic Committee naturally directed specially close attention to monetary questions, having regard to their importance in the mechanism of international trade, and for that reason thought it necessary to communicate its report to the Financial Committee, which expressed its full approval of the report, adding at the same time certain observations.

In its view, the fall of prices had profoundly disturbed the relations between the cost of production and the prices of the goods produced, and between the burden of debt and the reduced incomes which the fall of prices had occasioned. Certain countries, by allowing their currencies to depreciate, were able first to stop a further fall of the price-level and then to induce a moderate rise. The general effect of this and the earlier measures of deflation was to restore to a greater or less extent equilibrium between costs and prices and between the burden of debt and incomes—that is, to achieve internal economic equilibrium.

The extent to which this equilibrium has been attained in many countries was demonstrated by the steady and substantial progress of their internal production and trade, by the achievement of budgetary equilibrium, by the funding of short-term debt, by the conversion of long-term loans to a lower rate of interest and by the setting free of hoarded savings.

The experience of recent years had clearly demonstrated that there were limits to the extent to which a stable internal equilibrium was attainable by a process of deflation (reduction of costs).

The dollar and sterling countries, which have attained so great a progress in their economic activity, would hardly wish deliberately to embark upon a policy of further devaluation, provided of course that the measures chosen by other countries to adjust their price-level did not exceed what is required for their internal equilibrium.

If international stability were established on sound and enduring foundations, it would ultimately also help to promote resumption of international lending—a potent factor in the development of international trade.

Equality of Treatment.

The Committee also devoted long consideration to the question of equality of treatment in international economic relations which it is the object of the most-favoured-nation clause included in commercial treaties to ensure. It directed attention in particular to the influence exercised by existing hindrances to the working of the economic mechanism on the rule of equality of treatment, and also to the divergencies in the interpretation of the clause which have come to light, as well as to the disfavour which it has incurred in certain quarters.

After setting out the problem in its essential features, the Economic Committee concluded that the most-favoured-nation clause and the equality which it is intended to assure was an essential guarantee for the maintenance and development of world trade.

The clause loses most of its practical effectiveness when international commerce is subjected to quotas, exchange restrictions, clearings and compensation arrangements; but, even in these circumstances, it remains effective where Customs duties are concerned, thus narrowing the field in which it is necessary to devise other guarantees of equal or at least of equitable treatment, which are essential if trade is to develop to the maximum extent possible under the cramping conditions now prevalent, and if the diversion of the currents of trade from their natural channels is to be avoided.

In the long run, however, these abnormal measures for the regulation of trade—quotas, foreign-exchange control, clearing and compensation agreements—are incompatible with a developing and prosperous trade. What is needed, therefore, is not discussion of the merits or defects of the system of equality of treatment, but an effort to repair this fundamental injury to the mechanism of international trade at the earliest moment.

To discuss whether the general use of the most-favoured-nation clause will or will not prevail in the future is superfluous, for the simple reason that, as soon as currencies can again be freely negotiated and as soon as the circulation of goods is freed from restrictions as to quantity, no country will submit to discriminatory treatment. Wishing to ensure equality of treatment for itself, it will be obliged to grant such equality to others.

Clearing Agreements and Exchange Control.

The Committee points out that the prevalence of two different tendencies may be noted as affecting the control of international

payments. In the first place, a number of States in which foreign exchange dealings had hitherto been unrestricted, have been compelled, by difficulties which have arisen from various causes, to abandon their liberal policy and introduce a system of foreign exchange control, a change which necessitates the conclusion of numerous agreements for the regulation of payments. On the other hand, unfortunate experiences in the working of clearing agreements proper—with their restrictive effect on the volume of trade, their tendency to freeze credits, and their failure to provide means for unfreezing them—have led certain countries successively to the abandonment of clearing agreements of a rigid type.

In the case of other States, improvement in the monetary position resulting in increased supplies of foreign exchange has operated in the same sense.

States in both these latter categories have had recourse to more liberal agreements in which allowance is made, within certain limits, for the depreciation of the currencies employed in international dealings. That is a development which represents a certain progress towards the normalisation of commercial relations.

In response to a Council resolution requesting it to consider any measures having for their object to increase and bring about greater freedom of international trade, the Committee examined a number of schemes submitted to it. These were ingenious and varied, but in general had a single object: to place compensation arrangements, hitherto confined in practice to bilateral exchanges, on a multilateral basis, and to provide Government guarantees for the payment of exporters and for cover against exchange risks.

Clearing balances which cannot be worked off by compensation should, the authors of these schemes contend, be transformed into long-term credits.

Before such schemes can usefully be considered, it is essential to eliminate any proposals they may contain implying the assumption of new obligations by Governments in respect of guarantees to exporters or uncleared balances.

Reduced to proposals for the simplification of compensation machinery, many of these schemes might no doubt result in appreciable improvements in the present clearing system. The drawbacks of this system have been pointed out by the Economic Committee, which—now as ever—would be the first to welcome its disappearance.

At its last session, the Economic Committee also dealt with the best means of overcoming obstacles to progress in the attempted standardisation of anti-streptococcic (anti-scarlatina) serum,* with the notification of modifications in Customs tariffs and import and export restrictions, with the proposed international convention to secure uniformity in the information derived from Customs statistics in different countries, and with the definition of the legal conception conveyed by the terms "importer" and "exporter."†

The following attended the session: Sir F. W. Leith-Ross (Chairman) (United Kingdom), Mr. H. T. Andrews (South Africa), M. F. Dolezal (Poland), M. P. Elbel (France), M. G. Jahn (Norway), M. A. de Nickl (Hungary), Mr. J. H. Rogers and Mr. L. Pasvolsky (United States), M. B. Rosenblum (U.S.S.R.), M. R. Schueller (Austria), M. W. Stucki (Switzerland), M. G. Comolli (Argentine), substitute for M. Brebbia, M. Ibl (Czechoslovakia), substitute for M. Peroutka, and M. Simoni (Italy), substitute for M. di Nola.

Corresponding members: M. F. van Langenhove (Belgium) and M. G. Lundvik (Sweden).

* * *

The Council considered the report of the Economic Committee on September 25th. On the motion of the Rapporteur, M. Beck, representative of Poland, it decided not to discuss the important problem of international economic relations before being in possession of the views of the Assembly.

Mr. Eden, representative of the United Kingdom, said that great importance was to be attached to the Committee's recommendations, which would bring about a restoration of the influence of the price-mechanism by means which it was within the province of each country to decide for itself and on its own responsibility.

This should be accompanied by such a measure of international consultation as would permit of the greatest possible international collaboration in the direction of the removal of unnecessary hindrances.

Mr. Eden also stressed the beneficent effects of economic prosperity upon political relationships.

Mr. Bruce (Australia), without going into the questions raised, said that he realised the

* See Monthly Summary, Vol. XVI., No. 1, page 22.

† See Monthly Summary, Vol. XV., No. 9, page 214.

invaluable work done by the Economic Committee during the last years. Referring to the Committee's report, he said it is submitted at a time when it may enable us to contribute largely towards the solution of the economic and financial problems of the world. If that were achieved, a great contribution, as the representative of the United Kingdom had pointed out, would be made towards the solution of the political difficulties of the present time.

(b) Work of the Financial Committee.

The Financial Committee held its sixty-second session from September 14th to 19th. M. Dayras (France) was in the Chair.

The Committee's report to the Council contains a review of the present phase of international economic relations and also the customary statements on the economic and financial position of Austria, Bulgaria, Estonia and Hungary.*

On September 25th this report was discussed in the Council.

Mr. Bruce, representative of Australia, in presenting the report, commented on the economic and financial position of these countries and said that there was a general all-round improvement. Although there were serious problems still to be solved, there was no cause for immediate anxiety except as regards the budgetary position in Bulgaria.

Bulgaria.

Last May the Financial Committee did not anticipate that the Bulgarian Government would be able to balance its budget during the course of the year. In its recent report, the Committee gives further details concerning the state of the public finances, and insists on the necessity for careful examination at the present juncture of the probable budgetary situation after 1936. It has recently been informed of certain very large commitments entered into by the Bulgarian Government which will involve additional charges on the 1937 and subsequent budgets. The improvement which is becoming apparent in the general economic situation would appreciably lighten the task of bringing order into the public finances. Indeed, receipts during the first seven months of the current year were some 15 per cent. higher than during the corresponding period last year. But expenditure was also rising; the deficit persists and, as the Financial Committee remarks, the principles on which the budget is at present based require to be drastically revised.

Hungary.

In Hungary the general improvement in economic conditions continues. The harvest has been good. The foreign exchange position has improved, and the spending power of the population is increasing. Thanks to the careful financial policy pursued in recent years, this improvement is reflected in the public finances, the increase in receipts being substantially greater than that in expenditure.

Estonia.

In Estonia the revival has gone further. The budget is now in equilibrium; the Treasury holds a considerable cash balance at the Bank, and Estonia has been able to pay off completely its debt to the Bank. Foreign trade is expanding and the quantum of Estonian exports in 1935 was appreciably greater than it had ever been.

Austria.

As regards Austria, the Rapporteur informed the Council that M. Rost van Tonnigen, the League's representative in Austria, has sent in his resignation. As a result, the Austrian Minister of Finance had put forward a request through the Financial Committee that the Council should terminate the two appointments of the League's representative in Austria and the Adviser to the National Bank. He then mentioned the Protocol of July 15th, 1932, in virtue of which a guaranteed loan of some 300 million schillings was floated on terms very favourable to the Austrian Government. The Government on that occasion undertook to carry out a series of financial and economic reforms, in co-operation with a representative of the League to reside in Vienna, and an adviser to the National Bank, both appointed by the Council in July, 1932.

The Rapporteur then referred to the co-operation between the Austrian authorities on the one hand and the League's representative and the Financial Committee on the other. Thanks to this co-operation, a very real improvement had taken place. The budget of the State proper was in equilibrium, although the deficit on the railways had not permitted the Government to cover all expenditure by current normal receipts. The service of all State loans had been maintained throughout; the schilling had been stable since 1933, and the short-term banking debts had been repaid. Foreign trade was expanding; tourist traffic was developing satisfactorily; and industrial activity was increasing. Austria had made real progress in adapting her economic structure to meet the needs of present-day conditions.

* See Monthly Summary, Vol. XVI., No. 5, page 141.

Mr. Bruce explained that he had agreed with the Austrian Finance Minister and the Secretary-General as to the measures to maintain the continuity between the Austrian Government and the Financial Organisation as provided in Article 10 of Annex III. of the Protocol, if the Council should terminate the appointment of the League representatives in Austria and of the Adviser to the National Bank. The Austrian Government would be glad if the Secretary-General would appoint an official whose duty it would be to make periodical reports on the Austrian financial situation. In recommending the abolition of the two posts in question, the Rapporteur added that the circumstances had been explained to the Guarantor States who had raised no objections to his proposals. He then expressed appreciation of the work of the League's representative in Austria, especially during the early and more difficult years of his residence in Vienna. He also thanked M. Frère, the Adviser to the National Bank, for his valuable services in Austria.

M. Draxler, representative of Austria, who had come to the Council table, said that, thanks to the co-operation between his Government and the League's Financial Organisation, Austria had made satisfactory progress towards financial reconstruction. He thanked the Council on behalf of his Government for the valuable assistance rendered by the competent departments of the League and was happy to learn that if the Council decided to terminate the duties of its representatives in Vienna, Austria could none the less count on the close collaboration of the Financial Organisation in the future, as provided for in the Protocol. The termination of the duties of the League's representative in Austria and of the Adviser to the National Bank would not in any way affect the co-operation that existed between the Financial Committee and the Austrian authorities which had been so valuable in recent years. Austria was conscious of what she owed to the League for its organisation of international co-operation in overcoming great difficulties. He was convinced that the painful process of adaptation to a new structure, if not yet ended, was nevertheless certain to be accomplished.

M. Beck, representative of Poland, supported the Rapporteur's proposal and congratulated the Austrian Government on the fortunate results that had been achieved by its financial administration. These results now made it possible to contemplate the removal of a control

which, by its very nature, was bound to be temporary.

On the motion of the Rapporteur, the Council accepted the resignation of the League's representative in Austria and decided that, as from November 1st, 1936, the two posts of League representative and Adviser to the National Bank should be brought to an end. It approved the procedure to be adopted after the suppression of these two posts and requested the Secretary-General to select an official to carry out the duties foreseen in Article 10 of Annex III. of the 1932 Protocol. The Council reserved the right to reappoint these two officials if the funds borrowed were not entirely repaid, and expressed its appreciation of the efforts of the Guarantor States who by their action in 1933 and 1934 had contributed to the improvement of the economic and financial situation of Austria.

3. COMMUNICATIONS AND TRANSIT.

*Unification of Road Accident Statistics.**

The Committee on the Unification of Road Accident Statistics held its first session at Geneva from September 7th to 10th, with M. Boulloche (French) in the Chair.

The Committee laid special stress on the desirability of obtaining as complete and uniform statistics as possible, and drew up a model form for the recording of accidents. In its view, these statistics should show all accidents which occur on roads open to the public and in which a vehicle or an animal is involved.

The Committee was of the opinion that the Governments should be asked to make notification to the police or other authority responsible for the preparation of statistics, compulsory for all accidents involving death or serious injury.

The Committee classified statistics in three categories :

1. Statistics of the number of accidents, of persons involved, consequences and vehicles involved ;
2. More complete statistics giving the nature of the accident, the place and time at which it occurred, and the age and sex of the victims ;
3. Statistics describing the circumstances and causes of the accidents.

The Committee recommended that a beginning should be made with the first category of statistics, which should be compiled annually, and that it should deal later with the relation

* See Monthly Summary, Vol. XV., No. 11, page 302.

between the number of accidents and the number of vehicles in circulation, population, etc.

The Committee is composed as follows : M. J. Bouulloche, Deputy Director of Roads in the French Ministry of Public Works, Chairman ; Mr. Kirkus, Head of the Statistical Department in the British Ministry of Transport ; M. Molinari, Director-General of the Royal Central Statistical Institute of Italy ; M. Steenstrup, Secretary, Statistical Department, Danish Ministry of Finance ; M. Zdrubek, Head of the Communications Office in the Austrian Federal Police Directorate.

The following were also present : Dr. J. H. van Zanten, Director of the Amsterdam Municipal Bureau of Statistics, representing the International Statistical Institute ; Colonel G. Peron, Secretary-General, representing the International Association of Recognised Automobile Clubs ; Dr. Behague, Secretary-General of the National Union of Tourist Associations, representing the Permanent International Committee for First Aid on the Road ; Commandant Petersen, Head of the First Aid Section, representing the League of Red Cross Societies ; M. Paul Duchaine, Secretary-General, representing the International Touring Association.

IV.—INTELLECTUAL CO-OPERATION.

I. BROADCASTING AND PEACE.*

The Inter-Governmental Conference for the conclusion of a Convention concerning the Use of Broadcasting in the Cause of Peace met in Geneva from September 17th to 23rd, under the Presidency of M. Arnold Raestad, former Foreign Minister of Norway, who had been specially appointed for that purpose by the Council of the League.

The Conference elected Professor Bourquin (Belgium) and M. Benavides (Uruguay) Vice-Presidents.

Thirty-seven countries sent plenipotentiaries : Albania, Argentine, Austria, Belgium, Brazil, United Kingdom, Bulgaria, Chili, Cuba, Czechoslovakia, Denmark, Egypt, Ecuador, Finland, France, Greece, Hungary, India, Irish Free State, Italy, Lithuania, Luxembourg, Mexico, New Zealand, Netherlands, Nicaragua, Norway, Poland, Portugal, Rumania, Spain, Sweden, Switzerland, Turkey, U.S.S.R., Uruguay, Yugoslavia.

Estonia, Latvia and Siam were represented by observers. Italy felt unable to continue co-operating in the work of the Conference and accordingly withdrew.

* * *

As long ago as 1931, the Assembly recommended that broadcasting should not be a hindrance to mutual understanding between peoples. It expressed the desire that its services should be enlisted in the cause of peace, and instructed the Institute of Intellectual Co-operation to undertake an enquiry into all questions raised by the use of broadcasting in regard to good international relations. In 1932 the International Committee on Intellectual

Co-operation indicated the methods which the Institute should follow and authorised it to summon a Committee of Experts with the object of examining the conditions that should govern the framing of a draft international Agreement on the use of broadcasting in the cause of peace.

In 1933 the League Assembly went further and instructed the Institute to prepare without delay a preliminary draft Convention with the same object. This preliminary draft was drawn up by a Drafting Committee and twice submitted for observations to Governments. It was also considered by the Assembly in September, 1935. As the majority of the replies received were favourable the Sixteenth Assembly decided to request the Council to summon a Conference to which not only States Members would be invited but also Germany, the United States of America, Brazil, Costa Rica, the Free City of Danzig, Egypt, Iceland and Japan.

* * *

The text of the Convention, as adopted, does not differ essentially from that prepared by the International Institute of Intellectual Co-operation at the Assembly's request. There are fifteen articles, of which six deal with matters of substance.

In the Preamble, the purpose of the Convention is defined. It is specified that broadcasting should never be used in a manner prejudicial to good international understanding.

A distinction is made in various articles between messages in the nature of a direct appeal to the inhabitants of another country and those destined primarily for national listeners. The former are prohibited in so far as they incite to acts incompatible with the

* See Monthly Summary, Vol. XVI., No. 1, page 21.

internal peace or security of the territory of another party. The latter are not affected by the Convention, save in so far as they constitute an incitement to war or provocative activities likely to lead to war.

States are also bound under the Convention to prohibit any broadcast likely to prejudice good international understanding by statements, the incorrectness of which is, or ought to be, known to the persons responsible for the broadcast; also to ensure that such statements shall be rectified immediately, even in cases where their inaccuracy becomes apparent only after the broadcast has taken place.

There is a special provision to the effect that contracting Governments will ensure, especially in time of crisis, the accuracy of the information concerning international relations broadcast within their respective territories.

Another article provides for the exchange by the contracting parties of any information calculated to promote a better knowledge of the civilisation and conditions of life in their own countries, and of the development of their relations with other peoples and their contribution to the organisation of peace.

A special clause provides that the contracting parties shall take all necessary steps to provide for the application of the Convention by their official broadcasting services and also by autonomous concerns.

An arbitration and conciliation procedure is laid down in the case of a dispute between the contracting parties as to the interpretation or application of the Convention. This provides for settlement by diplomatic negotiation or, failing this, by a reference to the Permanent Court of International Justice or to the Hague Arbitration Tribunal. There is first to be a preliminary conciliation procedure involving recourse to the good offices of the International Committee on Intellectual Co-operation, by agreement between the parties. For this purpose the Intellectual Co-operation Committee would set up a special Committee.

The last articles contain the formal clauses relating to signature, ratification, accession, registration, entry into force, denunciation, application and revision.

The Final Act of the Conference includes a number of recommendations for the extension of the scope of the Convention. The Conference considered that the Convention itself involved no obligations save as regards acts of manifest gravity, and did not expressly refer to all broadcasts likely to be prejudicial to good

international relations. It accordingly recommended the contracting parties:

(1) to take into account the influence that may be exercised by transmissions calculated to harm the interests or offend the national, political, religious or social sentiments of other peoples;

(2) to show particular vigilance in regard to transmissions intended for foreign listeners in a language other than that employed for the listeners of the country of transmission;

(3) to reserve a place in their broadcasting programmes for items calculated to promote a better knowledge of the civilisation and conditions of life of other peoples;

(4) to take concerted action at times of international tension to broadcast appropriate transmissions calculated to lessen the strain and restore a peaceful atmosphere;

(5) to lend one another support, if occasion arises, in detecting and abolishing clandestine stations.

* * *

In closing the Conference, the President stressed the importance of this first step towards the regulation of broadcasting in the cause of peace and good international understanding.

The following countries have signed the Convention: Albania, Argentine, Austria, Belgium, Brazil, Great Britain and Northern Ireland, New Zealand, India, Colombia, Czechoslovakia, Denmark, France, Greece, Lithuania, Luxembourg, Netherlands, Rumania, Spain, Switzerland, Turkey, Union of Soviet Socialist Republics (subject to declarations contained in the minutes of the final meeting of the Conference) and Uruguay.

The Convention remains open until May 1st, 1937, for signature by States represented at the Conference.

The final act was signed by: Albania, Argentine, Austria, Belgium, United States of Brazil, Great Britain and Northern Ireland, Colombia, Czechoslovakia, Denmark, Egypt, France, Greece, Hungary, India, Irish Free State, Lithuania, Luxembourg, Netherlands, New Zealand, Norway, Rumania, Spain, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, Uruguay and Yugoslavia.

2. WORK OF THE INTELLECTUAL CO-OPERATION ORGANISATION. *

The Council on September 25th reviewed the work of the Intellectual Co-operation Organisation, when M. Yvon Delbos, representative of

* See Monthly Summary, Vol. XVI., No. 7, page 213.

France, submitted his report on the Eighteenth Session of the International Committee on Intellectual Co-operation.

The report stated that since its reorganisation six years ago, the League's Intellectual Co-operation Organisation had made constant progress. Its methods had steadily improved, and its objects had been more clearly defined. A useful distinction has been drawn between permanent tasks and those that are to be of a provisional character. Owing to this careful selection the scope of intellectual co-operation has increased without affecting the thoroughness of the work carried out.

On the motion of the French representative, the Council decided to increase the number of members of the Permanent Committee on Arts and Letters, to create a new seat on the Executive Committee and to add a further assessor to the Advisory Committee on League of Nations Teaching.

A number of decisions were also taken on various questions referred to the Council.

For instance, the draft declaration prepared by the Intellectual Co-operation Committee last year on the teaching of history and the revision of school text-books was recommended to the attention of States members. The Council expressed the hope that Governments would definitely subscribe to the declaration and thus support the League's action. The Secretary-General was instructed to forward to the International Labour Office for information a recommendation that the Office should place on the agenda of a forthcoming International Labour Conference at the earliest possible moment the question of performers' intellectual rights.

The Secretary-General was also asked to draw the attention of Governments to the desirability of taking such national steps as may seem necessary to remedy unemployment amongst intellectual workers, while associating themselves with the international schemes contemplated by the Intellectual Co-operation Organisation and the International Labour

Organisation. The Council authorised the Secretary-General to address circular letters on this subject to States Members of the League and to the following countries: the United States of America, Brazil, Costa Rica, the Free City of Danzig, Egypt, Germany and Japan.

As regards the regulation of international architectural competitions, a question raised in 1933 by the United Kingdom Government, the Council agreed with the opinion of the Intellectual Co-operation Committee that draft model regulations should be framed for these competitions.

The Council also referred two questions to the Assembly for decision: the setting up of a permanent committee on scientific questions, and the regulation of International Art Exhibitions on the lines proposed by the International Museums Office.

In view of the forthcoming International Exhibition of Arts and Science to be organised in Paris in 1937 within the framework of which the meetings of the League's Intellectual Co-operation Organisation will take part, the Council asked Governments to grant generous facilities to enable their respective National Committees to participate in the General Conference of these Committees to be held in Paris in July of the same year.

The Council expressed its satisfaction with the work of the Paris International Institute of Intellectual Co-operation and with that of the International Educational Cinematographic Institute in Rome.

3. COMPOSITION OF THE INTERNATIONAL COMMITTEE.

On September 19th the Council, on the proposal of M. Delbos, representative of France, Rapporteur, appointed M. Giuliano, Professor of Theoretical Philosophy at the University of Rome, Chairman of the Italian National Committee on Intellectual Co-operation, a member of the International Committee on Intellectual Co-operation, to replace M. Alfredo Rocco, deceased.

V.—ADMINISTRATIVE QUESTIONS.

I. DANZIG.

Situation in the Free City.

The Council considered last July an incident which occurred in the preceding month at Danzig on the occasion of a visit of the German cruiser "Leipzig." * The Council then requested

the Polish Government, which had undertaken the conduct of the foreign relations of the Free City, to deal with the matter through diplomatic channels.

On September 25th the Council, in the presence of the League High Commissioner at Danzig, Mr. Sean Lester, and the representative of the Senate of the Free City, M. Böttcher, once more considered this question.

* See Monthly Summary, Vol. XVI., No. 7, page 209.



Mr. Eden, representative of the United Kingdom, Rapporteur, proposed that the Council should express its thanks to the Polish Government for the efforts made to bring about a settlement of this matter. He further proposed that the Council should note the communications exchanged between the Polish Government and the German Government, and particularly the statement of the German Government that it had no intention of taking action inconsistent with the Statute of the Free City. Finally, he urged the Council to reaffirm its confidence in the League High Commissioner and express the hope that the necessary steps would be taken by the Governments concerned to obviate any recurrence of such incidents.

Mr. Eden, in submitting this resolution to the Council, said that a report by the High Commissioner on the present situation in the Free City had been circulated to the Committee of Three which the Council appointed last July to assist him in following this question. He announced his intention of calling a meeting of the Committee as soon as possible with a view to reporting subsequently to the Council.

Mr. Lester declared that he had nothing to add to his report of July last. He wished, however, to express his appreciation of the support the Council had given him in carrying out his duties at Danzig.

M. Böttcher thanked the Rapporteur and the representative of Poland for the way in which the incident had been dealt with. He went on to say that the Danzig Government had not yet been officially informed of the existence of the Committee of Three, and that the report of the High Commissioner had been communicated to the Danzig Government only on September 15th. He declared, therefore, that he would not be able to give any views during the present session on questions other than those connected with the incident.

The Council adopted the Rapporteur's proposals and decided to regard the incident as closed.

* * *

On September 30th the Council requested the representative of Sweden to succeed the representative of Portugal as a member of the Committee of Three appointed by the Council to follow the questions relating to Danzig, Portugal having ceased to be a Member of the Council.

2. MANDATES.

(a) *Work of the Permanent Mandates Commission.*

The report of the Mandates Commission on its twenty-ninth session* was considered by the Council on September 26th.

As regards Syria and Lebanon, M. Vienot, representative of France, informed the Council of the negotiations that had begun in Paris last April between the Foreign Ministry and a delegation consisting of representatives of the various tendencies of Syrian opinion and, in particular, of the leaders of the Syrian nationalist group.

These negotiations, which had been brought to a successful conclusion on September 9th with the signature of the *Procès-Verbal* of closure, had resulted in the drafting of a Franco-Syrian Treaty which would be presented to the Syrian Parliament for ratification immediately after the elections, which were due to take place in November, and after the setting up of a constitutional government in Damascus. The treaty would not be valid until it had been signed by Syrian plenipotentiaries appointed by the future government.

The French representative, without entering into details, in deference to the Syrian Parliament which would have to consider the matter when it had been elected, wished to state that the Franco-Syrian treaty was based in its essential features on the Anglo-Iraqi Treaty of 1930. It also contained further clauses in which Syria undertook to guarantee the existing autonomous régimes and to ensure equality of rights for individuals and all communities.

The new régime of full independence and sovereignty would not come into force until Syria had been admitted to the League. She would only apply for that admission to take effect three years after ratification.

The French representative added that his Government intended to lose no time in negotiating a similar agreement with the Government of Lebanon.

M. Rüstü Aras (Turkey) referred to his Government's interest in the establishment of a new régime in Syria; for it was a close neighbour and there was a considerable Turkish minority in the area of Alexandretta and Antioch. He trusted that France would not fail to see that that area enjoyed a treatment under which the population would be able to manage its own affairs, and would thus further

* See Monthly Summary, Vol. XVI., No. 8, page 237.

strengthen the cordial relations between France and Turkey.

In reply to M. Rüstü Aras, M. Vienot said that the draft treaty made full provision for the rights invoked by Turkey. Syria would in fact be liable for the undertakings France had contracted towards Turkey in respect of the Sanjak of Alexandretta as soon as she had obtained her independence.

* * *

As regards Palestine, Mr. Eden, representing the United Kingdom, gave information on the course of recent events in that country. He reminded the Council that a Royal Commission had been appointed to investigate the prevailing unrest. The Commission would be under the chairmanship of Lord Peel and would consist of Sir Horace Rumbold, Sir Laurie Hammond, Sir Morris Carter, Sir Harold Morris, and Professor Reginald Coupland.

The Commission would have to ascertain the underlying causes of the disturbances which broke out in Palestine in the middle of April : to enquire into the manner in which the mandate for Palestine was being implemented in relation to the obligations of the Mandatory towards the Arabs and the Jews respectively ; and to ascertain whether, upon a proper construction of the terms of the mandate, either the Arabs or the Jews had any legitimate grievances upon account of the way in which the mandate has been or is being implemented ; and if the Commission is satisfied that any such grievances were well founded, to make recommendations for their removal and for the prevention of their recurrence.

Mr. Eden announced that the Royal Commission would undertake its duties at the earliest possible moment, but order must first be restored. The disturbances had unhappily been prolonged and still continued. The United Kingdom Government had decided to take military measures to bring the present state of disorder to an end with the least possible delay.

He then explained that when the Mandates Commission had drawn up its report last June, it had not anticipated that the disorders would be so long drawn out. In spite of its desire to facilitate the task of the Mandates Commission, there was no prospect that the United Kingdom Government would be in a position to furnish the Commission at its next session with the information which it desired. Pending the report of the Royal Commission, the Government could not express any opinion on the causes of the disturbances, nor contemplate any change of policy.

In conclusion, Mr. Eden said that his Government would be happy to furnish the Commission with copies of the report at the earliest possible moment.

M. Orts, Vice-Chairman of the Mandates Commission, said that the Commission fully realised that it was impossible for the mandatory Government to make public declarations which would have anticipated the conclusions of the Royal Commission. The Mandates Commission had expressed the hope that it might be able, during its October session, to return to the subjects touched upon in the 1935 report, in the anticipation that the disturbances would by then have come to an end and that the mandatory Government, without going so far as to define its future policy, would be in a position to give information to the Mandates Commission regarding the circumstances in which present events had occurred and their immediate causes.

M. Orts pointed out that the Commission would only have exercised inadequate supervision over the administration of the mandated territory of Palestine for the year 1935, and that it would be a full year before the Council, unless it took a special decision, could obtain from the advisory organ instituted by the Covenant an opinion regarding events which had taken place in the territory and which by their seriousness had already been engaging general attention for eight months.

Mr. Eden stated that his Government appreciated the preoccupations of the Permanent Commission and had every desire to facilitate its task. But he could only repeat the view that statements on the present disorders and their underlying causes would not only be inappropriate, but also premature, until the facts had been elucidated by the Royal Commission.

M. Antonesco, representative of Rumania, Rapporteur, was sure he was expressing the feeling of the members of the Council in saying how deeply they regretted the disorders in Palestine and how keenly they hoped that order would be re-established as soon as possible, so that the enquiry might be brought to a successful conclusion. The Council would, he thought, desire for the moment to confine itself to taking note of the statements made by the United Kingdom representative and the observations of the Mandates Commission, together with the reply that had been made to them.

With regard to the statements of the French Government concerning Syria and Lebanon, the Mandates Commission would in due course examine the texts and all relevant information

supplied by the mandatory Power in the light of the general and the particular rules applicable to the case.

The Council decided to communicate in each case to the Government concerned the Commission's observations on the administration of the territories for which it had examined the annual reports, and also to bring to the knowledge of the mandatory Power and the petitioners the findings of the Commission on the various petitions that it had examined.

(b) *Composition of the Permanent Mandates Commission.*

The Council appointed, on September 19th, Lord Hailey (British), Director of the African Survey, formerly Governor of the Punjab and of the United Provinces of Agra and Oudh, a member of the Permanent Mandates Commission to succeed Lord Lugard, who resigned for reasons of health on July 24th, 1936.

The Council requested the Secretary-General to thank Lord Lugard for the distinguished services he had rendered to the League during more than thirteen years.

Before the Council, M. Antonesco, representative of Rumania, Rapporteur, expressed the regret felt by the Council at the resignation of Lord Lugard, the distinguished British colonial administrator, who had given the League the benefit of his vast experience and high authority for many years.

Lord Cranborne, representative of the United Kingdom, thanked the Rapporteur for the tribute paid to Lord Lugard's services. He added that Lord Lugard would very deeply appreciate the recognition by the Council of the work he had been able to do as a member of the Permanent Mandates Commission.

M. Beck, representative of Poland, supported the appointment of Lord Hailey because he thought that the Mandates Commission would be inconceivable without a British member and on account of Lord Hailey's distinguished qualities.

He took the opportunity to express the hope that the composition of the Permanent Mandates Commission might be reconsidered with a view to its enlargement in such a way as to allow of the representation on the Commission of

other countries interested in some of the problems dealt with by the Mandates Commission.

3. SAAR TERRITORY.

Complaint of Certain Ex-officials of the Saar Governing Commission.

Certain complaints have been received by the Secretary-General from five former German officials of the Saar Governing Commission regarding their right to pension. They advanced claims based on the alleged existence of legal obligations on the part of the League.

On July 4th, 1936, the Council referred the question for expert advice to a committee of jurists composed of Messrs. de Ruelle (Belgian), Donner (Netherlands) and Im Hof (Swiss). This Committee, in its report of September 12th, concluded that the League had not incurred any juridical obligations in respect of the plaintiffs.

On September 25th the Council dealt with this matter again.

M. Paul Boncour, representative of France, declared that he had no wish to embark upon a legal discussion. There were, however, two points he desired to make on grounds of equity. He maintained that these officials, being officials of the Governing Commission, itself an organ of the League, had served the League loyally under difficult circumstances. On the other hand, he recalled the Council discussion of July, 1933, in connection with the guarantees for the integrity of the Saar plebiscite. He laid emphasis on the opinion then expressed that respect for the freedom of the vote would be strengthened if the officials knew that they were assured of their independence and of their future. He therefore urged the Council to consider the matter not from the legal, but from a purely equitable point of view.

The French representative added that, in his opinion, a sum of 5,000 Swiss francs, paid in final settlement to each of the five officials concerned would constitute adequate compensation.

The Council, therefore, after adopting the conclusions of the Committee of Jurists, authorised the Secretary-General to pay indemnities amounting in all to 25,000 Swiss francs, to the five persons concerned.

VI.—POLITICAL QUESTIONS.

I. PROHIBITION OF THE SUPPLY OF ARMS AND WAR MATERIAL TO BELLIGERENTS.*

Following on a resolution adopted by the Assembly in 1934, the Council set up a com-

* See Monthly Summary, Vol. XIV., No. 9, page 208.

mittee of jurists to study, from the point of view of pure law, and, in particular, from the standpoint of interpretation of the Covenant, the question of prohibiting, under the provisions of the Covenant of the League, the supply of arms and war material to belligerents. The

Committee was instructed to submit its conclusions to the Council and to the Assembly.

The Chairman of this Committee, M. Limburg (Netherlands), informed the Assembly in a communication dated September 29th that, owing to certain circumstances, it had not been possible for the Committee to meet until the present session of the Assembly. At a meeting held on September 28th, however, it came to the conclusion that the question it was asked to consider was connected with the general study of the reform of the Covenant, in particular of Article 11, which the Assembly was about to undertake. Under these conditions the Committee was of the opinion that the consideration of the substance of the question should be postponed.

The text of this communication was at the same time forwarded to the Council.

2. DECLARATION BY THE GOVERNMENT OF IRAQ.

In a communication dated June 15th, 1936, the Iraqi Government requested the Council to agree to the modification of Article 12 of its Declaration to the League of Nations dated May 30th, 1932. The Government proposed to employ only eight foreign jurists instead of nine, as provided in Article 12 of the Judicial

Agreement between Iraq and the United Kingdom mentioned in the above Declaration. The Government submitted with its request a memorandum giving the reasons for this change.

As the Rapporteur to the Council, M. Munch, representative of Denmark, observed, the request was based on Article 16 of Iraq's declaration to the League according to which the provisions contained in Article 12 may not be modified except by agreement between Iraq and the Council of the League acting by a majority vote.

On the Rapporteur's motion, the Council decided on September 25th, to agree to this request, on the understanding that this modification would not affect the working of the existing judicial system in the country.

3. REQUEST OF THE IRAQI GOVERNMENT UNDER ARTICLE 11, PARAGRAPH 2, OF THE COVENANT.†

At the desire expressed by the Governments of Iraq and Iran, the Council decided, on September 18th, to postpone to its January session the consideration of the request of the Iraqi Government under Article 11, paragraph 2, of the Covenant, as negotiations were in progress between the two Governments with a view to arriving at a direct agreement on the subject.

VII.—SOCIAL AND HUMANITARIAN QUESTIONS.

TRAFFIC IN OPIUM.

1. WORK OF THE CONFERENCE FOR THE SUPPRESSION OF THE ILLICIT TRAFFIC IN DANGEROUS DRUGS.*

On September 19th the Council noted the Convention and the Final Act drawn up by the Conference for the Suppression of the Illicit Traffic in Dangerous Drugs, which met in Geneva from June 8th to 26th, 1936.

M. de Vasconcellos, representative of Portugal, in submitting his report, said he trusted that positive results would accrue from this Convention. He pointed out that the penalties inflicted for offences in connection with the illicit traffic in dangerous drugs were not sufficiently severe considering the gravity of the "crimes." He expressed the hope that now that the Convention had made possible the application of much severer penalties States would sign and ratify the Convention as soon as possible and make any necessary amendments in their laws.

* See Monthly Summary, Vol. XVI., No. 6, page 190.

He referred to the fact that the delegation of the United States of America had not considered it possible to sign the Convention because no provision had been made for the criminal prosecution of habitual opium smokers. He emphasised that, although the representatives of all the Governments had been unanimous in their desire to arrive at a total abolition of this habit, the large majority of them did not think this measure could be applied immediately without leading to an extension of the illicit traffic. He hoped that nevertheless the United States Government would soon find it possible to sign and ratify the Convention.

2. WORK OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.‡

On September 19th the Council noted the report and resolutions adopted by the Advisory Committee on Traffic in Opium and other

† See Monthly Summary, Vol. XVI., No. 5, page 132.

‡ See Monthly Summary, Vol. XVI., No. 6, page 192.

Dangerous Drugs at its twenty-first session. It instructed the Secretary-General to take the appropriate measures for carrying out the resolutions of the Advisory Committee.

M. de Vasconcellos, representative of Portugal, in submitting his report to the Council, stressed the importance of the clandestine traffic in drugs and the necessity for all States to make every effort to suppress it.

3. DATE OF ISSUE OF THE ANNUAL STATEMENT ON WORLD REQUIREMENTS OF DANGEROUS DRUGS.*

On September 19th the Council noted a *Procès Verbal* signed at Geneva on June 26th, 1936, providing for the postponement to December 1st, at the latest, of the final date for the issue of the annual statement of the estimated world requirements in dangerous drugs drawn up by the Supervisory Body in virtue of the 1931 Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs.

M. de Vasconcellos, representative of Portugal, pointed out in his report that this *Procès Verbal* had already been signed on behalf of twenty-six Governments, and suggested that the other Governments be requested to sign it

as soon as possible in order that it might enter into force without delay.

4. COMPOSITION OF THE OPIUM ADVISORY COMMITTEE.

On the proposal of M. de Vasconcellos, representative of Portugal, and in accordance with the wish expressed by the Advisory Committee on Traffic in Opium and Other Dangerous Drugs, the Council, on September 19th, renewed the appointment of Mr. L. A. Lyall (British) and Dr. de Myttenaere (Belgian) as Assessors on the Committee, for the period expiring on December 31st, 1937.

5. COMPOSITION OF THE PERMANENT CENTRAL OPIUM BOARD.

On September 19th the Council, in the presence of Mr. Hugh Wilson, representative of the United States of America, appointed M. Abelardo Saenz (Uruguayan) a member of the Permanent Central Opium Board for a period of two years as from October 14th, 1936.

M. de Vasconcellos, representative of Portugal, Rapporteur, expressed the hope that this appointment would make for a still closer co-operation between the Permanent Central Opium Board and the Latin-American countries.

VIII.—PROTECTION OF MINORITIES.

SETTLEMENT OF THE ASSYRIANS OF IRAQ.†

The question of the Assyrians of Iraq came before the Council on September 25th when a report by M. Alvarez del Vayo (Spain) was presented.

This report explained that owing to the abandonment of the Ghab plan, the special Committee dealing with the question had examined the proposals and suggestions made to it by the High Commissioner of the French Republic at Beirut and by the Trustee Board for a winding up of the undertaking. Allusion was also made to a new scheme in regard to the possibilities of which the Committee would make a statement at a later date.

The report recalled the necessity for meeting the expenditure involved by the provisional settlement of the 8,500 Assyrians in the Upper Khabur. It recommended that the funds which the Governments of the United Kingdom and Iraq on the one hand and the Assembly on the other had voted twelve months ago

for the carrying out of the Ghab scheme, should be maintained for the settlement of the Assyrians.

The representative of Turkey, M. Rüstü Aras, drew the Council's attention to the settlement of the Assyrians who are now assembled in the frontier zone of Syria and asked that it should not be delayed. He trusted that the Assembly would approve of the expenditure involved thereby.

Mr. Eden said that the United Kingdom Government had declared itself ready to make a contribution equivalent to five-twelfths of the expense of the Ghab scheme provided that the contribution should in no circumstances exceed £250,000. Of the contribution then offered £60,000 was paid during the past financial year into the Settlement Fund administered by the League. For the present year a further grant of £110,000 had been voted by Parliament. This grant was voted in relation to the Ghab scheme, and its utilisation for any new scheme would require the further sanction of Parliament.

Mr. Eden added that as regards continuing expenses, funds could in principle be made

* See Monthly Summary, Vol. XVI., No. 8, page 241.

† See Monthly Summary, Vol. XVI., No. 7, page 220.

available from the grant already voted by the United Kingdom Parliament, *i.e.*, £110,000, subject to a decision in each case by the United Kingdom Government taken in the light of the relevant circumstances, including the proportion paid or to be paid by other contributors to the Assyrian Settlement Fund.

When a new permanent scheme was found which received the approval of the Council, the United Kingdom Government would be prepared to recommend Parliament to agree that the balance of the contribution offered by that Government in September, 1935, should be made available for the new scheme under the same conditions as were originally attached to their offer.

M. Paul Boncour, representative of France, said that his country was concerned with equal sympathy and interest in the problem of the settlement of the Assyrians and was prepared to afford the matter its most serious attention.

Nouri el Said, representative of Iraq, explained the difficulties of the situation; on the one hand, the Assyrians who had voted in favour of leaving Iraq were in an unsettled state; on the other hand, the Government was faced with obvious difficulties in dealing with a large body of persons who no longer wished to remain in the country. He would recommend that his Government should make funds available *pari passu* with United Kingdom Government for the Committee's work

and also for the execution of any ultimate plan that might be agreed on as a final solution.

The Council took note of the report of the special Committee for the Settlement of the Assyrians of Iraq and decided to transmit it to the Assembly.

* * *

On the following day, September 26th, during the debate in the Council on the work of the Mandates Commission, M. Rüstü Aras, representative of Turkey, said that in his opinion the Assyrians of Iraq did not constitute minorities but large groups of refugees.

The French representative, M. Vienot, assured the Turkish representative that France would be quite ready to take part in any conversations to which it might be invited on this question. As regards M. Rüstü Aras's allusion to the Assyrian colonists whose settlement in Syria had been authorised by the mandatory Power, their status was the result of previous agreements reached on their behalf.

M. Rüstü Aras replied that the representative of the United Kingdom had given the Council to understand that there was a possibility of transferring the Assyrians of Iraq and those of Syria, with a view to their final settlement under satisfactory conditions. In his view the Assyrians in question should be considered as forming, not a minority, but a category of refugees.

IX.—INTERNAL ORGANISATION QUESTIONS.

I. RESIGNATION OF A DEPUTY SECRETARY-GENERAL.

The Secretary-General of the League of Nations has accepted, as from September 8th, 1936, the resignation of M. Pablo de Azcárate (Spanish), Deputy Secretary-General.

In informing the Council, on September 30th, of M. de Azcárate's resignation the Secretary-General paid a tribute to the valuable services rendered by him to the Secretariat of the League. He pointed out that it would not be easy to replace M. de Azcárate, whose devotion to the Secretariat, experience and impartiality fixed a standard difficult to attain.

The Council unanimously joined in the tribute paid by the Secretary-General to M. de Azcárate.

2. APPOINTMENT OF A DEPUTY SECRETARY-GENERAL.

On September 30th the Secretary-General announced his intention to appoint M. Sean Lester (Irish Free State), at present League

High Commissioner at Danzig, as Deputy Secretary-General of the League to fill the vacancy created by the resignation of M. de Azcárate.

In submitting his choice to the approval of the Council the Secretary-General stated that, in searching for a successor whose services to the League were marked by competence and devotion, his attention was at once fixed on Mr. Lester. He pointed out that the qualities displayed by Mr. Lester while representing the Irish Free State on the Council had led to his appointment as High Commissioner, and that during his three years in Danzig the Council had been able to appreciate Mr. Lester's courage, dignity, self-sacrifice and political sense.

Mr. Eden, representative of the United Kingdom, Rapporteur, associated himself with the tribute paid to Mr. Lester and, after having consulted his colleagues appointed by the Council to follow the Danzig questions, proposed that the Secretary-General should not

give actual effect to this appointment until the question of Mr. Lester's successor had been settled.

M. Delbos, representative of France, whilst associating himself with the tribute paid to Mr. Lester, stressed the fact that this appointment should not give rise to any misunderstanding. The promotion given to Mr. Lester showed the Council's intention of approving the work and the attitude of Mr. Lester at Danzig. He remarked that Mr. Lester's successor would have the duty of seeing that the Constitution of the Free City was respected.

M. Beck, representative of Poland, subscribed to the words spoken in praise of Mr. Lester and placed himself at the disposal of the Rapporteur to supply any information on the situation in the Free City that would facilitate his task in providing a successor to Mr. Lester at Danzig.

The Council unanimously approved the appointment of Mr. Lester, subject to the conditions laid down by the Rapporteur.

* * *

Mr. Sean Lester was born in 1889; Journalist until 1922; collaborator on *Evening Mail* and *Daily Express*, Dublin, from 1913 to 1916; News Editor of the *Freeman's Journal* from 1916 to 1922. Served in the Department of External Affairs, Dublin, from 1922 to 1929. Permanent Delegate of the Irish Free State to the League of Nations from 1929 to 1934, represented the Irish Free State on the Council and at various Conferences and Committees. Presided over the Council Committees on Peru-Colombia and Bolivia-Paraguay disputes. Rapporteur to the

Council for minorities questions. Appointed High Commissioner of the League of Nations in Danzig on October 26th, 1933. Took up his duties at Danzig on January 15th, 1934.

3. DECLARATION OF LOYALTY MADE BY A NEW OFFICIAL OF THE SECRETARIAT.

On September 19th the recently appointed Director of the Minorities Section of the League Secretariat, Dr. P. Schou (Danish), made and signed the usual declaration of loyalty, which runs as follows:

"I solemnly undertake to exercise in all loyalty, discretion and conscience the functions that have been entrusted to me as an official of the Secretariat of the League of Nations, to discharge my functions and to regulate my conduct with the interests of the League alone in view and not to seek or receive instructions from any Government or other authority external to the Secretariat of the League of Nations."

4. MEETING OF THE SUPERVISORY COMMISSION.

The Supervisory Commission met at frequent intervals during September to draft its second report to the Assembly and to deal with various questions referred to it by the Fourth Committee. The effect of the devaluation of the Swiss franc on League finances and the proposals from various Assembly Committees for the voting of additional credits were among the matters discussed by it.

The following were present: M. Osusky (Chairman) (Czech), M. Reveillaud (French), M. Hambro (Norwegian), M. Parra-Perez (Venezuelan), M. de Ottlik (Hungarian) and M. Modzelewski (Polish).

X.—NEW LEAGUE PUBLICATIONS.

I. NOTE BY THE SECRETARY-GENERAL ON THE ECONOMIC SITUATION.

In this publication important conclusions are presented by the Secretary-General regarding world economic conditions last year and during the early part of this year.

One of its main themes is the persistent, accelerating—though uneven—recovery from the world economic depression, which reached its lowest point four years ago. It shows that although there was little, if any, decline in the production of foodstuffs, actual income fell, on account of the paralysis of industry. The extent to which this paralysis is now ending, and the remarkably rapid improvement in recent months, are dealt with.

As an illustration of the strong flow of the tide of recovery, details are given regarding industrial production in manufacturing countries. From this it appears that there is hardly a single country in which the tide has not at least begun to flow. Reference is made to the factors retarding agricultural recovery, in particular the important question of a rise in prices of agricultural commodities.

The publication refers to the belief that recovery has been mainly due to expenditure on re-armament. It is pointed out that there has been, in many cases, a real increase in the supplies of goods for current consumption, and that improvement has not been most marked where armaments expenditure has been heaviest.

Whilst business has recovered and manufacturing activity is in most countries greater than ever before, trade has increased to a much less degree, the gold value of the total trade for 1935 being still only slightly over a third of what it was in 1929.

There is a discussion of the nature of the various measures taken in different countries to promote recovery, of the marked discrepancy in a number of countries between price and cost levels, and of the difficulties in the way of an improvement of international trade in manufactured goods.

The Secretary-General refers to the weaknesses in the present situation which make recovery uneven and perhaps insecure. In conclusion, it is suggested that the *de facto* stabilisation of paper currencies, the liquidation of a large proportion of foreign short-term debt, the cessation of the fall in world prices, and the widespread business revival—should facilitate a solution of the important international economic problems which, if solved, might help to dispel political clouds.

2. REVIEW OF WORLD TRADE, 1935.

The League of Nations Economic Intelligence Service has just published the *Review of World Trade, 1935*. Various circumstances, in particular the move to the new building, have caused a slight delay in the issue of this volume. It contains a comparison of the year 1935 with previous years as regards world trade, and trade by certain continental groups and countries. The changes in the value and quantum of trade and in price relations are shown, and also the relative volume of the three principal groups of commodities, special attention being given to capital goods, raw materials and foodstuffs. The effect of recent currency policy and of the increasing application of the principle of "bilateralism" on the quantum and trend of international trade are also studied.

The following is a brief summary of the conclusions to be drawn from an examination of commercial exchanges in 1935:

(a) In that year the gold value of world trade improved slightly for the first time since 1929; average gold prices were lower, though with a certain tendency to a rise during the year; the quantum of trade seems to have been about 4.5 per cent. higher than in 1934, though it remained 18 per cent. below the 1929 level.

(b) There was a slight fall in gold prices between 1934 and 1935. This was specially

noteworthy in the manufactured goods group; prices of foodstuffs varied slightly and those of raw materials remained on the whole unchanged. There was a further improvement in commercial exchanges in agricultural or mineral producing countries during the year.

(c) The quantum of trade was greater in all the three chief groups of commodities (foodstuffs, raw materials and manufactured articles). In the first-mentioned the increase was smallest. That in manufactured articles seems to have been due mainly to capital goods for industrial use.

(d) The trade of Europe decreased by 2 per cent. in gold value in 1935, while that of all other continents combined rose by over 6 per cent. The quantum of European trade was barely above the level of 1932, whilst the aggregate trade of the other continents was some 20 per cent. higher in quantum, the increase being largely due to an expansion of trade between or within these continents.

(e) The United States, the United Kingdom, Germany and Japan were among the principal countries which increased their share in world exports in 1935. French exports fell off heavily.

(f) International trade benefited from a relatively high degree of currency stability. But exchange restrictions—in Europe in particular—continued to obstruct the exchange of goods, and the recent tendencies of commercial policy based on "bilateralism" affected the direction of trade. As a result, there was a further decline in the share of "triangular" transactions in total world trade.

The conclusions drawn in the *Review of World Trade, 1935*, of which the above is a very brief summary, are supported by a mass of accurate data which will be of great interest to business men and economists.

3. WORLD ECONOMIC SURVEY.

This World Economic Survey, which is the fifth of its kind and covers the year 1935–1936, has just been published by the League of Nations Secretariat. It sums up the economic tendencies revealed by the comprehensive study of the League's Economic Intelligence Service.

The volume is intended for the expert who wishes to see the economic situation in a wide perspective, but its non-technical language will also recommend it to the layman. It opens with a survey of the main features of the rapid and bewildering changes which have occurred in the years of the great depression from which

the world is now emerging. The final chapter summarises and interprets economic developments up to August last.

The central theme of the book is that of slow uneven recovery, particularly in national industry and markets, combined with a continued lag in international trade. Despite political difficulties an improvement is to be noted, and this is taken as evidence of the powerful character of the economic forces that are at work.

The Survey describes the nature of this recovery and its development in various areas such as the sterling area, the gold block countries and what might be called the "new deal" area of the United States of America. Attention is drawn to new aspects to be observed in many countries such as, for example, the recent reversal of "new deal" legislation in the United States, the expansion of gold reserves and note issues in the United Kingdom, and the reversal of deflationary policy in France.

In the central chapters of the book, illustrations are taken from typical countries to throw light upon general trends. For example, the recovery in agricultural production and industrial activity is compared with the lagging tendency of world trade. Amongst other matters referred to are the reorganisation and regrouping of national economic units, and the development of European agriculture, combined with the rapid growth of manufacturing in overseas agricultural countries. The changing composition and distribution of international trade are analysed and measured statistically.

Other questions dealt with are the rising tendency of prices and the correction and levelling up of unevennesses in these, the reappearance of industrial profits, changing trends in consumption, wage rates, unemployment and labour organisation, the rapidly expanding gold production, credit policy, capital issues, the adaptation of taxation to new conditions, and the trend of public expenditure and national indebtedness.

The analysis and statistical measurement of world trade is followed by a special chapter on the evolution of commercial policy in different countries. Here the reader will find discussions of the complicated nature of clearing and payments agreements, quotas, reciprocal trade treaties, and export subsidies. Amongst other matters, the new German policy in Central Europe and South America, the Ottawa Agreements, and the reciprocal trade treaties programme of the United States of America are described.

No world economic survey would be complete without some reference to the economic consequences of the dramatic political events of the last few years, and particularly of 1935-36. Accordingly these events and the part played by rearmament in economic recovery are referred to in the opening chapter of the volume.

4. SIGNS OF RECOVERY.

The September number of the *Monthly Bulletin of Statistics of the League of Nations* contains, in addition to its regular information, twenty special diagrams illustrating world economic and financial developments during recent years and months. This illustration of the changes in World Primary and industrial production, in stocks and prices, in foreign trade, exchange rates, currency reserves, bank deposits, etc., can be regarded as a supplement to the Secretary-General's Report on the Economic Situation submitted to the Seventeenth Assembly of the League.

The world output of primary commodities in 1935 was again higher than in 1934, mainly owing to a considerable increase in raw materials, especially those of non-agricultural origin. The increase in the output of fuels and of some base metals during the first six or seven months of the current year indicates a continuation of this upward movement.

The monthly average of world coal production during the first seven months of 1936, though 8 per cent. larger than in the same period of 1935, was still about 12 per cent. below the average for 1929.

The monthly average of the petroleum production of the world in the first half of 1936 was 12 per cent. higher than a year ago and 18 per cent. higher than the average of 1929.

In the first seven months of 1936 the output of pig-iron and steel was about 25 per cent. higher than in 1935. The increase for the two same periods of 1935 and 1934 amounted only to 10 per cent. The production of pig-iron was still about 13 per cent. lower than in 1929, whereas steel production almost reached the level of that boom year.

In the first seven months of 1936, the production of zinc was 12 per cent. higher than in the corresponding period of 1935, but still 8 per cent. below the level of 1929.

On the basis of the incomplete statistics that are available, it can be estimated that the output of copper, which rose very sharply in 1934 and the early months of 1935, declined somewhat in the first months of 1936.

In many countries *industrial production* in the middle of 1936 largely exceeded the high level of the year 1929. In the U.S.S.R. industrial production (including electricity) was three and a half times greater than in 1929, in Japan almost 50 per cent. higher, in Greece about 40 per cent., in Sweden, Denmark, Hungary, Finland, Chile, Estonia and Norway about 20 per cent. to 35 per cent., in the United Kingdom, 15 per cent., and in Germany 7 per cent.

On the other hand, industrial production in the United States and in Canada, although steadily increasing, still remained about 10 per cent. below the 1929 level. In Belgium, Austria, Spain and Czechoslovakia, industrial activity was about 20 per cent. to 24 per cent., and in Poland, France and the Netherlands about 30 per cent. below the earlier boom conditions.

During the first six to seven months of 1936, compared with the corresponding months of 1935, the trend of *building activity* and of residential building in particular, measured by construction permits delivered, showed a rising tendency in the United States of America (80 per cent.), Union of South Africa (38 per cent.), Germany (29 per cent.), Finland (26 per cent.), United Kingdom (7 per cent.), and Hungary (3 per cent.). A more or less pronounced slackening was noticeable in France

and Belgium (-2 per cent.), Sweden (-8 per cent.), Chile (-11 per cent.), Canada (-29 per cent.), the Netherlands (-32 per cent.), and Switzerland (-50 per cent.).

These changes should, however, be considered in comparison with the building activity in 1929. The amount of building permits delivered in the first half of 1936 was considerably larger than in 1929 in the Union of South Africa (150 per cent.), the United Kingdom (70 per cent.), Finland (50 per cent.), and Sweden (40 per cent.). In Belgium and Chile the amount was equal to that of 1929, and in Germany and Hungary it remained only about 5 per cent. below the 1929 level. In the Netherlands and France it was about 40 per cent. lower. In spite of a large increase during the last year, building activity in the United States of America was only half as great as in 1929; in Switzerland it was about 27 per cent., and in Canada 15 per cent. of what it had been in that year.

The *gold value of world trade* in July, 1936, was 3.6 per cent. higher than in June, 1936, and 7.9 per cent. higher than in July, 1935. The value for the period January to July was 8.2 per cent. higher in 1936 than a year ago. As prices have risen in the same period by about 5 per cent., the *quantum of world trade* in the first half of 1936 was almost 3 per cent. higher than in the first half of 1935.

XI.—FORTHCOMING LEAGUE MEETINGS.

October ?—Bureau of the Conference for the Reduction and Limitation of Armaments, Geneva.

October 15th.—Fiscal Committee, Geneva.

October 27th.—Permanent Mandates Commission, Geneva.

November 23rd.—Permanent Central Opium Board, Geneva.

PERMANENT COURT OF INTERNATIONAL JUSTICE

1. THE PAJZS-CSÁKY-ESTERHÁZY CASE (HUNGARY-YUGOSLAVIA).*

The President of the Court has fixed October 26th, 1936, as the date on which the hearings in this case are to open.

2. THE CASE CONCERNING PHOSPHATES IN MOROCCO (ITALY-FRANCE).†

In compliance with a request made by the Agent for the French Government, the President of the Court has made an Order, dated September 30th, 1936, extending until December 17th, 1936, the time-limit which had been fixed for the presentation of that Government's Counter-Memorial.

3. NOMINATION OF THE PRESIDENT OF A CONCILIATION COMMISSION.

The Danish and Lithuanian Governments approached the President of the Court with a request that he should nominate the fifth member and President of the Conciliation Commission set up between these two countries under the Treaty of Arbitration and Conciliation concluded between them on December 11th, 1926, the Presidency of the Commission having fallen vacant owing to the resignation

* See Monthly Summary, Vol. XVI., No. 8, page 247.

† See Monthly Summary, Vol. XVI., No. 7, page 232.

of the holder, H.E. Monsieur Edouard Bénès, upon his election as President of the Republic of Czechoslovakia.

The President of the Court has nominated as President of this Conciliation Commission H.E. Jonkheer H. A. van Karnebeek, Minister of State and Her Majesty's Commissioner for South Holland. Jonkheer van Karnebeek has indicated his willingness to undertake this duty.

4. OPTIONAL CLAUSE OF ARTICLE 36 OF THE COURT'S STATUTE.

On September 23rd, 1936, M. Motta, Swiss Federal Councillor, Head of the Federal Political Department, signed a declaration renewing the acceptance by Switzerland of the compulsory jurisdiction of the Permanent Court of International Justice, in conformity with Article 36, paragraph 2, of the Court's Statute.

This declaration is worded as follows:

"On behalf of the Swiss Confederation and subject to ratification, the undersigned recognises, in relation to any other Member of the League of Nations or State accepting the same obligation, that is to say, on the sole condition of reciprocity, the jurisdiction of the Court as compulsory, *ipso facto*, and without special convention, for a further period of ten years to be reckoned as from the deposit of the instrument of ratification."

THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XVI., No. 10.

OCTOBER, 1936.

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I.—SUMMARY OF THE MONTH.

October, 1936.

During the month of October the Assembly and Council continued their work.

The seventeenth session of the Assembly, which opened on September 21st, closed on October 10th. The Assembly reviewed the work done by the League during the preceding twelve months and outlined the programme of its future work. In the course of the general discussions several delegates drew special attention to the application of the principles of the Covenant, and the Assembly, accordingly, thought it advisable to entrust the study of this question to a special Committee of twenty-eight members appointed for the purpose.

The President of the Assembly, M. Saavedra Lamas, summarising, in his closing speech, the work done by the Assembly, said :

"The time has come for this Assembly to close its discussions and, in speaking once more before you, it is my duty to summarise the results. We have agreed, after hearing a full statement of all the proposals of reform which might strengthen our institution and increase collective security, that no changes can be sanctioned without careful study. . . .

"I must draw attention to the aggravation of a disquieting symptom, namely, the increase in armaments. The difficulties which stand in the way of restoring international economic order,

the economic depression which persists and the permanent barriers which have been set up intensify egoism and increase a latent state of war. Economic autarchy and nationalism going beyond all reasonable bounds, maintain the evil and penetrate and dominate the minds of men. When countries are thrown back on themselves, their distrust is accentuated and their suspicion is increased when faced with the great uncertainties of the future. This is the cause of the policy of intense rearmament which absorbs capital and energy in unproductive undertakings, and the only result is to create factors and instruments intended for purely hostile purposes. Rearmament brings with it the necessity of obtaining raw materials at all costs, and in certain cases leads to a policy of forced exportation, which throws the international market into confusion. This creates the illusion that a new economic activity has been fostered, whereas in reality this activity is purely artificial. The spirit of insecurity rules, the contagion of armaments spreads to every State, and an enormous burden caused by the development of armies, air forces, and fleets is placed on the shoulders of the nations. . . .

"Let us improve economic conditions and the standard of life, let us raise the social level of mankind, let us set at rest their anxieties, let us give them opportunities of work, let us restore the mechanism of production and stimulate world trade. Let us respect the topographical differences based on the wisdom of nature and

on the unequal distribution of production and wealth determining the different stages of economic evolution through which the various peoples are passing. Let us not place heavy artificial obstacles in the way of the free play of all these forces which are the mainspring of international trade. Let us recognise the interdependence of peoples and the essential unity which governs the inventiveness and ingenuity of man, and the incessant development of the applied sciences in flagrant contradiction with the attempt to separate them into selfish and hostile regions.

"Only in this way will it be possible to set up a current which will unite the waters of these hidden streams. This current will gradually flow from the economic to the social sphere and from this into the political sphere, and will finally sweep over the whole of international life, restoring to the world peace and harmony and the equilibrium which it has lost, bringing back welfare and progress. . . .

"A study of determining causes soothes the mind. It convinces us that antagonism, economic rivalries, international and political disputes, present and future problems distract the nations as if under the impulse of biological law, but they reveal the existence of a powerful movement in which the forces of progress in their upward march are seeking out a new path. They never proceed in a straight line, but they advance in irregular curves beset with obstacles and difficulties. . . .

"We represent a microcosm of all the nations of the globe. Each one has its own individuality, its autonomy, and its own internal will. But when we meet together to debate common interests, when we organise ourselves on an absolutely equal basis, when we pay tribute to the necessity of expressing our desires in our vote, when we bow to the will of the majority, what else do we do than try once more the old system of representation in its essential permanent conditions and foundations? Do we not find that in spite of any defects the representative system is the best which the wit of man has so far devised for the government of communities?"

* * *

The Assembly created two new temporary seats on the Council to which it appointed China and Latvia.

* * *

Acting in concert, the Council and the Assembly elected three new judges to the Permanent Court of International Justice, *viz*: Mr. Manley Hudson, Mr. Ake Hammarskjöld and Dr. Cheng Tien-Hsi.

* * *

The Council asked the Polish Government to examine the general situation in Danzig in order to enable it to take the requisite action.

II.—LEGAL AND CONSTITUTIONAL QUESTIONS.

I. APPLICATION OF THE PRINCIPLES OF THE COVENANT.*

In reply to the Assembly's recommendation of July 4th, 1936, a number of Governments, as has already been stated † sent in proposals for improving the application of the principles of the Covenant. In their speeches during the general debate other delegations also stated their views on the subject.

On October 8th, the Assembly decided to set up a Commission consisting of representatives of all States Members to make recommendations as to the manner in which this question should be considered. It was agreed that amongst the problems arising out of the application of the principles of the Covenant must be included the co-ordination of that instrument with the Treaty for the Renunciation of War signed at Paris on August 27th, 1928, and the Treaty of Non-Aggression and Conciliation signed at Rio de Janeiro on October 10th, 1933, as well as a question that had already been envisaged by the League, namely, the

prohibition, in virtue of the principles of the Covenant, of the supply of arms and war material to belligerents.

The Commission, of which Mr. Bruce (Australia) was Chairman, agreed that Governments which had not yet made known their views should be asked to forward any proposals as soon as possible. The Secretary-General would be asked to complete the study he had made of the various suggestions, by a classification of the proposals received since September 12th, including statements made during the course of the Assembly.

The Commission proposed that after this material has been collected a Committee should be set up to consider all problems connected with the application of the principles of the Covenant and to make proposals for submission to States Members of the League. This Committee should be sufficiently large to enable all views to be represented. It should include, besides the fifteen members of the Council, thirteen other Members of the League, and should therefore be composed of the representatives of: the Argentine, Austria, Belgium, Bolivia, United Kingdom, Bulgaria, Canada,

* See Assembly Resolutions, Annex, page 321.

† See Monthly Summary, Vol. XVI., No. 9, page 254.

Chile, China, Czechoslovakia, Ecuador,* France, Greece, Iran, Italy, Latvia, Mexico, Netherlands, New Zealand, Poland, Portugal, Rumania, Spain, Sweden, Switzerland, Turkey, Uruguay, Union of Soviet Socialist Republics.

The Committee would be empowered to invite to take part in its discussions during the consideration of any Government's proposals any other Member of the League whose opinions it might be desirable to ascertain.

The Chilian delegation moved that "in the interests of the League's universality the Assembly should ascertain the views of non-Member States, either by direct approach or by the convening of a diplomatic conference." The Committee held that it would be premature to consider this proposal at present. It would seem to be for the Members of the League, in the first place, to study the problems, *inter alia*, that of universality. The point raised by the Chilian delegation, and other delegations which shared its view, might be met by the fact that the Committee would certainly have to consider this question and possibly to examine the appropriate methods for ascertaining the views of non-Member States.

As regards the Committee's terms of reference, the Commission recalled that these were to be drawn from the recommendation of July 4th† and the resolution voted on October 8th, 1936. The Committee would naturally take the place of that set up by the Assembly on September 25th, 1931, with a view to the incorporation in the Covenant of the general prohibition of recourse to war, and also that appointed to consider the prohibition, in virtue of the provisions of the Covenant, of the supply of arms and material of war to belligerents.

On October 10th the Assembly adopted the Commission's recommendations‡ and decided to set up a Committee of twenty-eight members to study the proposals that had been or might be made by Governments regarding the application of the principles of the Covenant and analogous problems. On the basis of this study the Committee would, as soon as possible, prepare a report recommending the provisions to be adopted with a view to giving practical effect to the recommendation of July 4th. This

* The representative of Ecuador on the Council having been sent by his Government on a mission which prevented him from attending the Committee, Ecuador's place on the Committee was taken by Colombia.

† See Monthly Summary, Vol. XVI., No. 6, page 181.

‡ During the discussion in the General Committee, the Hungarian delegation announced that it would abstain from voting. The representative of Chile found it materially impossible to obtain his Government's instructions and also abstained from voting.

report would be submitted to the Governments of States Members to serve as a basis for decisions to be taken in the matter, and the Committee would be authorised, should it consider it advisable to do so, to propose the summoning of a special session of the Assembly.

At a semi-official meeting of the representatives of the twenty-eight States it was agreed that the Committee thus constituted should meet on December 7th.

* * *

In response to the Assembly's request of July 4th, 1936, the Bulgarian Government has submitted its observations on the application of the principles of the Covenant.

The Bulgarian Government considers that equality between all the Members of the League being one of the fundamental principles of the Covenant, half the non-permanent Members of the Council should be admitted by a vote of the Assembly and half by rotation in the alphabetical order of the States Members.

In its view, far from strengthening collective security, regional pacts might, in certain circumstances, be harmful to it. The fundamental guarantee contained in Article 10 must be preserved in its entirety. The provisions of Article 11 could be supplemented by a system of bilateral agreements of non-aggression, arbitration, and conciliation. The general obligation under Article 16 must be maintained. Whenever the adoption of sanctions against an aggressor is decided upon the Council should designate the States which are to apply these measures. Agreements and treaties submitted to the League should not be registered and published until the Council has decided that they are compatible with the Covenant.

2. COMPOSITION OF THE COUNCIL.§

In September, 1935, the Council set up a Committee to study the question of the composition of the Council with relation, more particularly, to the situation of States not belonging to any group and to the question of the representation of the Far East raised by China.||

This Committee reported in favour of the maintenance of the seat provisionally created in 1933 for the purpose of affording representation to States which did not belong to any group and in favour of the creation of an additional seat attributed to Asia and, in present circumstances, to China.

§ See Assembly Resolution, Annex, page 321.

|| See Monthly Summary, Vol. XVI., No. 5, page 132.

On October 1st the Assembly approved of the Committee's recommendation for the provisional creation of two new non-permanent seats on the Council for the period 1936-1939. At the same time it suggested that the Council should, as soon as circumstances permitted, appoint a small committee of experts which would put forward proposals for a final solution of the problems connected with the composition of the Council.

On October 2nd the Council took cognisance of this resolution of the Assembly and, in pursuance of the provisions of Article 4, paragraph 2, of the Covenant, resolved to raise provisionally to eleven the number of non-permanent seats on the Council for a period of three years expiring in 1939.

On October 3rd the Assembly approved this decision of the Council.

3. ELECTIONS TO THE COUNCIL.

In pursuance of the decision taken by the Council on October 2nd and approved by the Assembly on October 3rd, and in accordance with the provisions of Article 4, paragraph 2, of the Covenant, the Assembly elected China and Latvia members of the Council to occupy the two provisional seats just created.

The Assembly had previously, by special vote, declared China to be re-eligible for election.

4. ELECTIONS OF JUDGES TO THE PERMANENT COURT OF INTERNATIONAL JUSTICE.*

On September 25th, 1936, the Council adopted two resolutions referring to the Assembly proposals on:

1. The method to be adopted for electing new members to the seats on the Permanent Court of International Justice which were occupied by Mr. Kellogg, M. Schücking and M. Wang;

2. The participation in the election of members of the Court of States which have accepted the Statute of the Court, but are not members of the League of Nations.

In the first resolution, the Council proposed that the seats vacated through the death of M. Schücking and the resignation of Mr. Kellogg should be filled by an election by *scrutin de liste*, and that there should be a separate election to fill the seat vacated by M. Wang.

In the second, it suggested that States not members of the League, but parties to the

Statute of the Court, should be admitted to take part in the Assembly in the election of members of the Court. It proposed further that, as a provisional measure and up to January, 1940, Germany, Brazil and Japan should also be admitted to vote in the Council.†

On October 3rd, the Assembly accepted these proposals.

On October 8th, simultaneously with the Council, the Assembly proceeded to hold the elections. By 48 and 38 votes respectively, out of 54 votes cast, it elected first Mr. Manley O. Hudson and M. A. K. Hammarskjöld.

The Council having also appointed M. Hammarskjöld and Mr. Hudson, they were declared judges of the Permanent Court of International Justice.

The Assembly then elected Dr. Cheng Tien-Hsi by 31 votes out of 53 cast.

The Council having, however, elected M. Munir Ertekin, fresh elections had to be held.

At the second election, the Assembly confirmed its previous vote and, the Council on this occasion having also designated Dr. Cheng Tien-Hsi, the latter was elected member of the Permanent Court of International Justice.

5. RULES OF PROCEDURE OF THE ASSEMBLY.‡

Following a discussion which took place in the First Committee, the Assembly made certain amendments in its Rules of Procedure.

(1) It decided to continue as an experiment for a further period of one year the rule relating to the convocation of the Finance (Fourth) Committee before the opening of the Assembly's session. This rule which was provisionally adopted in 1933 and has since been maintained, has not hitherto been applied in practice.

(2) The Assembly decided that its General Committee shall consist of the President of the Assembly, eight Vice-Presidents and the Chairmen of the main Committees of the Assembly, the Agenda Committee and the Committee on Credentials. It reserved the right to add to the General Committee the Chairmen of other Assembly Committees, and, in exceptional cases, other members.

(3) Last year the Norwegian delegation submitted a proposal to establish a Committee to nominate candidates for important appointments in connection with the Assembly.

The Assembly adopted this proposal and decided as an experiment for a period of three

† See Monthly Summary, Vol. XVI., No. 9, page 259.

‡ See Assembly Resolution, Annex, page 322.

* See Assembly Resolution, Annex, page 322.

years to appoint at the beginning of each session, a Committee whose duty it will be to nominate candidates for all offices which carry with them a seat on the General Committee. The Members of the Assembly and of the Committees will, however, retain the right to vote for persons other than those proposed by this Committee.

(4) The Assembly decided to insert in its Rules of Procedure a clause providing expressly for the establishment and functioning of the Agenda Committee.

6. CONSTITUTION AND WORKING OF LEAGUE COMMITTEES.*

During the past year the Council has continued to give effect to the 1935 Assembly's decisions concerning the constitution, procedure, and practice of League committees. It made proposals to the Assembly for the adoption of new statutes for the Health and the Communications and Transit Organisations.

* * *

The new statutes of the Health Organisation have been drawn up as a compromise, and have the advantage of making it practicable, with due regard for the principles laid down by the special committee and approved by the Council, to call an annual meeting of the General Advisory Health Council, at which all Governments, whether Members of the League or not, may compare their experience in regard to health and examine the Health Committee's work. The latter would be reorganised on the lines already approved by the Assembly in September, 1935.

* * *

With regard to the Communications and Transit Organisation, the Council noted that the situation referred to in the report of the Committee of Experts made it impossible to follow in every respect the guiding principles of the Assembly.

The latter body being desirous, however, that the new statutes of the Organisation should as far as possible be based on the above guiding principles, requested the Council to convene a further meeting of the Committee of Experts, which should be asked to undertake a general re-examination of the question and make new

proposals. It empowered the Council to draw up and approve the new statutes on its behalf.

7. CONVENTION ON NATIONALITY SIGNED ON DECEMBER 26TH, 1933, AT MONTEVIDEO.†

By a letter of August 3rd, 1936, the Government of Chile called the Assembly's attention to the Convention on Nationality which was signed on December 26th, 1933, at Montevideo during the Seventh International Conference of American States, the purpose of which is to regularise the situation of nationals of one country who become naturalised in another country.

The First Committee having emphasised the importance to many countries of the question of naturalisation in the relations of States with one another, the Assembly called the attention of Members of the League of Nations to the fact that the Convention of Montevideo was open to their accession.

8. INTERNATIONAL ENGAGEMENTS: REGISTRATION OF TREATIES.

The treaties and international engagements registered by the Secretariat of the League during October include:

A Commercial Agreement and Final Protocol between Hungary and Czechoslovakia (Budapest, June 14th, 1935), presented by Czechoslovakia.

A Convention of Commerce between Canada and Poland (Ottawa, July 3rd, 1935), presented by Canada.

An Exchange of Notes between Great Britain and Northern Ireland and the Netherlands constituting an Agreement for the reciprocal exemption from certain taxation in respect of the business of air transport (London, August 27th, 1936), presented by the United Kingdom.

An Agreement between Hungary and Czechoslovakia regulating fishing in frontier water courses (Budapest, June 8th, 1934), presented by Czechoslovakia.

A Postal Agreement between France and Palestine (Jerusalem, March 31st, and Paris, June 19th, 1936), presented by the United Kingdom.

* See Assembly Resolution, Annex, page 323.

† See Assembly Resolution, Annex, page 323.

III.—POLITICAL QUESTIONS.

I. INTERNATIONAL REPRESSION OF TERRORISM.*

The First Committee noted the second report adopted in January, 1936, by the Committee for the International Repression of Terrorism. It held a general discussion on the two draft conventions annexed to that report,† the first of which is directed to the prevention and punishment of terrorism and the second to the creation of an international criminal court.

Some delegates considered that it would be better for the Assembly not to decide this year on the advisability of convening a diplomatic conference to conclude an international agreement on the prevention and punishment of terrorism. They felt that it would be sufficient, purely and simply, to refer the drafts to the Committee of Jurists for final revision in the light of the observations made.

While recognising the importance of having the drafts revised by the Committee in the light of observations from Governments, the First Committee considered that the holding of a diplomatic conference should not be too long delayed. The serious complications to which acts of terrorism may give rise show how urgent it is to conclude an international agreement.

As regards the creation of an international criminal court, as suggested in the second draft convention, the First Committee desired to point out that the position of States unable to agree to this suggestion would be in no way affected by the fact that certain other States had agreed to it. States which became parties to that convention would not be able to take advantage of the international criminal court in their relations with States which were only parties to the first convention.

The Assembly, while affirming the principle that it was the duty of every State to abstain from any intervention in the political life of another State, expressed the view that the principal objects of the contemplated convention should be: (a) to prohibit any form of preparation or execution of terrorist attacks upon the life or liberty of persons taking part in the work of foreign public authorities and services; (b) to ensure the effective prevention of such attacks and in particular to establish collaboration to facilitate the early discovery of preparations for such attacks; (c) to ensure punishment of attacks of a terrorist character in the strict sense of the word which have an

international aspect either in virtue of the place in which preparations for them were made or the place in which they were carried out, or in virtue of the nationality of those participating in them or of their victims.

The Assembly also noted that certain Governments disputed the advisability of creating an international criminal court, but that other Governments considered the trial of persons guilty of such attacks by such a court to be an alternative which in certain cases would be preferable to extradition or prosecution. The latter Governments expressed the view that the second convention would have a certain value, even if it could not be generally accepted.

The Assembly accordingly recommended that the Committee should revise its conclusions regarding the two drafts in the light of the observations made by Governments, so that a diplomatic conference might be convened by the Council in 1937.

2. TREATY OF MUTUAL GUARANTEE BETWEEN GERMANY, BELGIUM, FRANCE, GREAT BRITAIN AND ITALY, DONE AT LOCARNO ON OCTOBER 16TH, 1925.

On October 10th the Council decided to postpone to its next ordinary session consideration of the Treaty of Mutual Guarantee between Germany, Belgium, France, Great Britain, and Italy, done at Locarno on October 16th, 1925.

3. PROHIBITION OF THE SUPPLY OF ARMS AND WAR MATERIAL TO BELLIGERENTS.

On October 6th the Council noted a letter of September 29th received from Mr. Limburg, Chairman of the Committee set up to study the question of prohibiting, under the provisions of the Covenant, the supply of arms and war material to belligerents.‡

This Committee was abolished on October 10th by a decision of the Assembly referring to the Committee of Twenty-eight§ the study of the general question of the application of the principles of the Covenant, a question with which the problem of prohibiting the supply of arms and war material to belligerents is linked up.

The Council accordingly decided on October 10th to withdraw this question from its agenda.

* See Assembly Resolution, Annex, page 323.

† See Monthly Summary, Vol. XVI., No. 1, page 10.

‡ See Monthly Summary, Vol. XVI., No. 9, page 274.

§ See article entitled "Application of the Principles of the Covenant."

IV.—REDUCTION AND LIMITATION OF ARMAMENTS.

DISCUSSIONS IN THE THIRD ASSEMBLY COMMITTEE AND IN THE COUNCIL.*

Since the opening of the Conference for the Reduction and Limitation of Armaments on February 2nd, 1932, no Third Committee, to deal with the above problem, had been set up during the various Assembly sessions.

The rate of progress of the Conference's work gradually slackened until, in the spring of 1935, it was suspended. A general speeding up of the armaments race had followed the interruption. In these circumstances, the matter was again raised in both the Council and the Assembly during the summer of 1936. On two occasions, on July 1st and September 26th, the French delegation made known to the Assembly the desire of the French Government to see a resumption of the work for disarmament, and on September 27th the same delegation raised the matter in the Council. Further, at the request of the delegations of Denmark, Finland, the Netherlands, Norway and Sweden, the Assembly decided to set up a Third Committee for the purpose of making a general survey of the existing situation.

During the discussion on the main aspects of the problems referred to this Committee, the permanent and statutory character of the duties imposed on the organs of the League by Article 8 of the Covenant was brought out. The question of the reduction and limitation of armaments must, therefore, remain on the League's agenda as an international political problem. In considering what had so far been done for disarmament under the League's auspices, the Committee concentrated its attention on the main facts in the last stage of the Conference's work. It approved the decision taken by the Bureau of the Conference in November, 1934, to the effect that any attempt at solving the general problem should be adjourned, and that certain questions should be selected to be dealt with in the first place, in particular, publicity of national defence expenditure, the regulation of the private and State manufacture of and trade in arms and war material and the establishment of a Permanent Disarmament Commission.

Certain delegations expressed the view that a start should be made with publicity on national defence expenditure. If agreement were reached on that subject, then an attempt should be made to proceed with the regulation of the trade in and manufacture of arms. As regards

this last point, the Committee recognised with satisfaction that efforts had been made in the national sphere by certain countries, in particular, France. As to the Permanent Disarmament Commission, before it was constituted agreement must be reached on the questions to be brought under its control.

Among those that might be dealt with at a comparatively early date, apart from the questions already mentioned, was that of a Convention on limitation and assistance in regard to air armaments. The view was also expressed that the resumption of work on disarmament could in no sense replace the League's efforts to ensure collective security.

The Committee had no intention of laying down a scheme of future work for the reduction and limitation of armaments. Constitutionally, this work was entrusted to a conference which included, in addition to the Members of the League, non-member States whose co-operation was of the utmost importance. The Council had before it a request from the French Government that the Bureau of the Conference should be convened. It was for the Bureau itself and, if necessary, for the General Commission, to take decisions regarding the future course of the Conference's work. While the Committee expressed the hope that there would be an early meeting of the Bureau, it nevertheless realised that the date of convocation and the result of its discussions would largely depend on important negotiations proceeding at the moment. On the Committee's proposal, therefore, the Assembly adopted a resolution welcoming the action initiated by the French Government with a view to the early convocation at the most opportune date of the Bureau of the Conference, and requesting the Council to communicate to the Bureau and to the Governments of countries represented on the Conference the Committee's report and the minutes of its discussions.

On October 10th, the Council discussed the French Government's request and the Assembly resolution. The Turkish representative, who was rapporteur, mentioned the fact that on January 22nd, 1936, on the occasion of the death of Mr. Henderson, President of the Conference, the Council decided that as soon as any proposal for a meeting of the Conference was made either by the rapporteur or by one or several Members, the Council might authorise the Secretary-General to consult the Bureau of the Conference in reference to such a meeting.

* See Assembly Resolution, Annex, page 324.

The French representative announced that his Government intended to place before the Bureau of the Conference mainly such questions as had already been sufficiently investigated to enable a rapid solution to be reached: publicity on military expenditure, supervision of war manufactures, and, if possible, a limitation of air armaments. The French representative thought that the investigations might be completed in a very short time. But it was evidently necessary that before the Bureau met, Governments should have the time for re-considering these problems. In any case,

however, the date of the meeting should be decided upon before the end of the year.

The Council adopted a resolution authorising the President, after consulting his colleagues, to settle, as soon as circumstances permitted and in any case before the end of the year, the date of the meeting of the Bureau of the Conference for the Reduction and Limitation of Armaments, and decided to communicate the report and the Minutes of the Third Committee and of the Council's meeting to the Members of the Bureau and to all the States represented at the Conference.

V.—ADMINISTRATIVE QUESTIONS.

I. MANDATES.*

(a) *Discussions in the Assembly.*

As in previous years, the Assembly, on the Norwegian delegation's proposal, referred the reports concerning Mandates to the Sixth Committee for examination.

During the discussion the activities of the mandatory Powers and the work of the Council and of the Mandates Commission were reviewed. Certain delegations emphasised the importance of the maintenance of the principle of economic equality in territories under A and B mandates, of the question of the education of native children and of the funds voted for this purpose in the budgets of the mandated territories.

As regards Palestine, several delegations expressed the hope that order and lasting peace would soon be restored in that territory. The Polish delegation particularly emphasised the importance to its country of the development of a Jewish National Home. It also stressed the necessity and urgency of finding new outlets for Jewish emigration from Central and Eastern Europe. Other delegations mentioned the importance to their countries of Zionist immigration and several insisted on the necessity for safeguarding the dual principles laid down in the Mandate providing a Jewish National Home on the one hand and guaranteeing the rights of the Arab population on the other. The United Kingdom delegate recalled the declaration already made to the Council, to the effect that circumstances did not permit him to supply the Mandates Commission with adequate material for the examination of the situation, its causes and the lessons to be drawn therefrom, until the projected enquiry had been successfully completed.

As regards Syria and the Lebanon, the Sixth Committee noted the *desiderata* put forward by the Turkish delegate concerning the future of the population of Turkish language and culture in the Alexandretta district in connection with the preliminaries of the Franco-Syrian Treaty.† The French delegate described the recent developments of French policy in Syria and the Lebanon and the prospects of the emancipation of those territories in the near future. He gave an assurance that the rights of minorities would be safeguarded. Referring to the régime of the Sanjak of Alexandretta he renewed the declarations made by the mandatory Power on September 26th, 1936, to the Council concerning the application of the existing Franco-Turkish Agreements. He explained that, in his opinion, any exchange of views which the Turkish Government might wish to initiate on this subject should be kept within the framework of those agreements. He added that he proposed to invite the Syrian Government to take part in those negotiations. He also supplied particulars of the Franco-Syrian Treaty.

The Sixth Committee also heard a statement by the delegate of the Union of South Africa, in which he drew attention to the principle of the non-militarisation of the native population of mandated territories, which the Union Government accepted as being in the spirit of the duties imposed upon it by the Mandate and as conforming to the native policy of the Union. He also mentioned the constitutional problem of South-West Africa of which a thorough study has been made. This study is now under consideration by the Mandates Commission. He renewed the pledge given last

* See Assembly Resolution, Annex, page 324.

† See Monthly Summary, Vol. XVI., No. 9, page 272.

year to acquaint the League of Nations with the intentions of the mandatory Power before they were carried out. The Sixth Committee expressed its conviction that this delicate problem could be solved by co-operation between the Union of South Africa and the competent organs of the League of Nations.

The Assembly, after noting the activity of the mandatory Powers during the past year, renewed the expression of its confidence in them and paid a tribute to the results achieved thanks to their very close co-operation with the Mandates Commission.

It expressed its profound regret at the disturbances which had been going on in Palestine and hoped that order would be promptly restored in that country. It affirmed its full confidence in the impartiality of the enquiry instituted by the mandatory Power.

Lastly, it expressed its gratification at the efforts of the French Government to pave the way for the emancipation of Syria and the Lebanon and trusted that the questions connected with the problem of emancipation would be equitably settled.

(b) *Meeting of the Permanent Mandates Commission.*

The Mandates Commission met at Geneva on October 27th, under the Chairmanship of M. Orts (Vice-President) in the absence of M. Théodoli (President) for its thirtieth session.

Its agenda included the examination of a certain number of reports from mandatory Powers on the following territories: the Cameroons and Togoland under French mandate, the Cameroons and Togoland under British mandate, Ruanda-Urundi under Belgian mandate, Western Samoa under the mandate of New Zealand, and the Islands under Japanese mandate, together with several petitions.

As usual the reports of the mandatory Powers will be examined in the presence of the following accredited representatives. These are:

Cameroons under French mandate: M. Repiquet, former Commissioner of the French Republic in the Cameroons, and M. Maurice Besson, Chief of the First Bureau of the Political Department at the French Ministry of Colonies.

Togoland under French mandate: M. M. Besson, Chief of the First Bureau of the Political Department at the French Ministry of Colonies.

Cameroons under British mandate: Mr. Owen Watts Firth, Senior Resident, in charge of the Cameroons Province.

Togoland under British mandate: Mr. A. F. E. Fieldgate, Provincial Commissioner, Gold Coast.

Ruanda-Urundi: M. P. Ryckmans, Governor-General of the Belgian Congo, M. Halewyck de Heusch, Director-General at the Belgian Ministry of Colonies.

Western Samoa: Mr. W. J. Jordan, Mr. C. A. Berendsen.

Islands under Japanese mandate: M. N. Ito, Envoy Extraordinary and Minister Plenipotentiary of Japan at Warsaw.

A report of the Commission's work will appear in a later issue of the *Monthly Summary*.

2. DANZIG.

Situation in the Free City.

Lord Cranborne, representative of the United Kingdom, submitted to the Council on October 5th, in the presence of Mr. S. Lester, High Commissioner of the League in Danzig, a report by the Committee of Three on the situation in the Free City.

The Committee's report describes the systematic obstruction with which the Council and High Commissioner have met from the Senate of the Free City in the discharge of their duties. The latter has failed to furnish the information which it is bound to supply under Article 42 of the Constitution and the Council's decision of May 22nd, 1931. It has issued several Decrees, whose compatibility with the terms of the Constitution is open to grave doubt.

In addition, the High Commissioner's residence has been subjected to measures of irksome supervision which are incompatible with the position of the League's representative. The Committee felt that this serious situation should be considered as a whole and not merely from the legal standpoint. It thought that the Polish Government was specially well placed to undertake this examination, which would enable the Council to determine its action.

Consequently, it proposed the following draft resolution:

"The Council,

"Having taken note of the report submitted to it by the Committee of Three;

"Considering that it is necessary to seek a means of putting an end to the obstruction offered by the Danzig Government to the High Commissioner in the exercise of his functions and to render fully effective the guarantee of the League of Nations;

"Considering on the other hand that the Statute of the Free City was conceived in order

to ensure in the best conditions possible the well-being of Danzig and the maintenance of the rights accorded to Poland by the international instruments in force ;

"Invites the Polish Government to seek on behalf of the Council the means of putting an end to the situation described in the general report of the High Commissioner and thus of rendering fully effective the guarantee of the League of Nations and to make a report on this subject at its next session ;

"Requests the Committee of Three to continue to follow the question ;

"Declares its readiness, in view of the importance of the question, to hold a special session, in case of need, to deal with it."

Lord Cranborne told the Council that he had reason to believe that the Polish Government would accept the delicate task entrusted to it by the Council. He expressed his conviction that any support which the Members of the Council could give to the Polish Government in the execution of its task would not be lacking in case of need.

M. Delbos, representative of France, associated himself with the remarks of the rapporteur, and described the anxiety with which his Government had followed events in Danzig, in particular the obstruction with which the High Commissioner had met in the exercise of his duties. He stressed the importance which the

French Government attached to the task that the Committee of Three invited the Council to entrust to Poland. The Polish Government could count on France's full co-operation in this matter.

M. Sandler, representative of Sweden, associated himself with the rapporteur's proposal and hoped shortly to see normal conditions restored in Danzig, in conformity with the Statute of the Free City.

M. Komarnicki, representative of Poland, stated that his Government accepted the draft resolution which it regarded as a serious effort to safeguard the dignity of the League and the interests of Danzig. He added that the Polish Government hoped to be able to count upon the co-operation of the Senate in its endeavour to find means of easing the situation in a manner satisfactory to all concerned. The Polish Government would spare no effort to clear up the situation without any need for a special meeting of the Council. He expressed his thanks to the rapporteur and his colleagues on the Committee of Three.

The Council then adopted the resolution.

It also approved the intention announced by Lord Cranborne to proceed without delay to the necessary consultations for the appointment of a new High Commissioner, Mr. Lester having been nominated Deputy Secretary-General of the League.

VI.—TECHNICAL ORGANISATIONS.

I. ECONOMIC AND FINANCIAL ORGANISATION.

(a) *Discussions in the Assembly on Economic and Financial Questions.**

In submitting the Second Committee's report on the League's economic and financial work to the Assembly, M. Spinasse (France) said that at the beginning of the session it appeared likely that the Second Committee's proceedings would naturally be confined to the subject matter provided by three preparatory studies of the League: the Secretary-General's note on the economic situation, the Economic Committee's report to the Council, and the observations which this report had suggested to the Financial Committee.†

The Secretary-General's report laid stress on the growing strength of the movement of recovery which had been perceptible in business since 1932 and, while emphasising its inequalities

and its inadequacy, drew attention to two problems, that of the equilibrium of prices and that of the freedom of international trade.

In its report, the Economic Committee examined this problem. It insisted on the necessity for filling in the gap which separates the price levels of the majority of the countries with a gold standard from the majority of those with a depreciated currency. It considered the holding of a world conference to be inopportune, but held that all national action to restore the free circulation of goods, capital and persons should be supported by a vigorous effort of international co-operation.

Without hesitation, the Financial Committee, in its turn, approved the Economic Committee's conclusions as a whole.

As M. Spinasse observed, wide as this programme was, events occurred on a still wider scale.

On September 25th last, the French Government decided to submit to Parliament a Bill

* See Assembly Resolution, Annex, page 324.

† See Monthly Summary, Vol. XVI., No. 9, Page 265.

the main purpose of which was to adjust the value of the franc to the present economic situation. At the same moment that it announced this measure, a declaration drawn up jointly between it and the Governments of the United States of America and the United Kingdom was published in Washington, London and Paris.

The three Governments expressed their common wish "to avoid, as far as possible, any disturbance of the basis of international exchanges resulting from the proposed adjustment," they undertook to use all suitable means for this purpose, including those which might be provided by the co-operation of their monetary institutes.

Being convinced, moreover, that the success of such a policy is linked with the development of international trade, they expressed both their determination to relax progressively the present system of quotas with a view to their abolition, and their hope to facilitate the removal of exchange controls and generally to "contribute to the restoration of order in international economic relations," to "promote prosperity in the world and to improve the standard of living," and thus to safeguard peace.

Before a week had elapsed, Belgium, Switzerland, the Netherlands, Italy, Czechoslovakia, Greece, Latvia and Turkey had brought their contributions in various forms to the policy inaugurated by this solemn declaration.

The Assembly welcomed with satisfaction this beginning of collective action, and considered that the Governments of France, the United States and the United Kingdom, signatories of the declaration of September 26th, 1936, and those who had associated themselves with it, by their decision to restore henceforward a state of monetary peace and economic equilibrium between themselves, would promote the adoption by others of an equally generous and active policy, and would make an effectual contribution to the appeasement and prosperity of the world. Never since the beginning of the depression had the situation been so clear, so rich in hopes for the future and in immediate possibilities.

The representatives of several countries described the difficulties which would prevent them from abolishing strict exchange control in the near future. They considered it necessary to secure first of all a settlement of their foreign debts and to have the benefit of measures aimed at maintaining their rates of exchange during a transitional period. Some of them recalled

the fact that their governments had introduced exchange control purely in order to retain the foreign currency necessary for the purchase of raw materials which they lacked.

Serious though these difficulties might be, the Assembly hoped that they would be removed before long and that the methods employed for this purpose, far from giving any particular country an unreasonable advantage, would bring about the restoration of freedom of international monetary transactions as soon as possible, and the return later on to a common monetary standard, based on the free exchange of gold.

The Assembly also held that a concordant policy designed to re-establish a durable equilibrium between the economies of the various countries, to allow more solid foundations for the stability of economic relations and to promote international trade, would effectively contribute to the consolidation of peace, the restoration of international order, the growth of prosperity and the improvement of the standard of living of peoples. It therefore recommended all States urgently to reduce excessive obstacles to international trade and communications, and in particular to relax and, as soon as possible, abolish the present systems of quotas and exchange controls.

Having regard also to the anxieties expressed by certain Governments in regard to their sources of supply, the Assembly held that the moment was suitable for a discussion of and an inquiry into the question of equal commercial access for all nations to certain raw materials, and requested the Council to appoint a committee composed of members of the Economic and Financial Committees and of other qualified persons, to undertake the study of this question. The choice of the raw materials to be considered should be at the discretion of this body.

The Assembly endorsed a remark by the French delegation as to the facilities that would be offered to fiscal evasion by unrestricted exchanges and the free circulation of capital. It observed further that double taxation was both one of the causes of fiscal fraud and also a serious obstacle to the development of international economic and financial relations. The Fiscal Committee was therefore asked to pursue its work on double taxation and international fiscal assistance.

Further, the Assembly realised that a free circulation of capital and goods must have as its necessary corollary the free movement of human beings, and seeing that migration was

at present at a standstill, it noted with satisfaction that a Migration Commission, set up in the International Labour Organisation, had been convened for November. The Assembly requested the Council to follow the work of this Commission and to remain in touch with the International Labour Organisation so that the appropriate organs of the League might, should occasion arise, contribute to that work.

(b) *Work of the Fiscal Committee.*

The Fiscal Committee held its sixth session from October 15th to 21st under the chairmanship of M. Sinninghe-Damste (Netherlands).

It examined the international Conventions recently concluded for the avoidance of double taxation and a number of special problems, including the question of the action to be taken on the proposal adopted by the Assembly on October 9th regarding tax evasion.

Tax Evasion.

The Fiscal Committee proceeded at once to comply with the request of the Assembly "to pursue vigorously its work for the avoidance of double taxation as far as possible, and also its work on the subject of international fiscal assistance, in order to promote practical arrangements calculated as far as possible to put down fiscal fraud."

The Committee's report begins by an account of the work already done in the field of tax evasion. It should be pointed out that, for more than twelve years, fiscal experts have met periodically under the League's auspices for the purpose of studying rules likely to ensure greater justice in taxation, *i.e.*, to ensure that a taxpayer should not be doubly taxed by two States on account of the same capital or the same income, and to ensure that no taxpayer should take advantage of different systems of fiscal law to evade his obligations.

The Committee adds that, though the study of double taxation occupies the chief place in the records of its previous meetings, it does not follow that the investigation of methods of combating tax evasion has been neglected. It considers, however, that the practical application of recommendations regarding double taxation should precede the application of measures for the prevention of tax evasion, because the latter is, if not justified, at all events provoked in many cases by double taxation. The Committee's work on double taxation, however, has now sufficiently progressed to enable it to reconsider the problem of tax evasion, since some 140 conventions for avoiding double taxation are in force. To

prevent tax evasion, practised mainly in respect of income from movable capital, the leading States should agree to adopt simultaneously certain methods of control. The Committee, however, feels that it is not qualified to affirm that such simultaneous action would be possible.

As the Assembly has shown its desire that the Committee should study measures for combating tax evasion in respect of income from movable capital, attention was directed to one of the best-known cases: that of a taxpayer who, to escape taxation, collects the income from his movable capital in a foreign country where the taxation is lower and measures of supervision non-existent or more lax. In this case, the evasion is practised either in respect of the compensatory tax on capital invested in foreign enterprises or the supplementary tax (general income tax, super-tax).

After studying this twofold aspect of tax evasion, the Committee expressed the opinion that, subject to certain reservations, agreements based on the following formula might, if generally accepted, lead to the desired result:

"In each of the contracting States, rules shall be laid down that persons or companies who, in the course of their business, pay out income derived from movable capital must report every payment made to a person not resident in the State in which this payment is effected. The notice in question shall be given to this latter State, which shall transmit it to the State in which the recipient resides.

"The term 'income derived from movable capital' shall, for the purpose of the present provisions, be taken to mean interest, dividends, and, in general, income from bonds, stocks and shares, and loans. The rule shall apply to every kind of payment, whether in cash or by transfer, cheque, or entry in a banking account.

"For the purpose of the present provisions, persons not resident in a State shall be deemed to mean persons having their permanent home in another State."

After mentioning the advantages of this proposal which, if adopted by the more important States, would entirely eliminate or, at any rate, reduce the fraud at present current in this field, and thus facilitate a reduction of tax rates and confer a greater measure of fiscal equity on taxpayers as a whole, the Committee describes its disadvantages.

The chief of these would be the danger of confining the methods recommended to a few States only. A factitious movement of capital might, in fact, develop which had nothing to do with the free play of economic laws if a

taxpayer could seek refuge for his capital in countries which had not acceded to the arrangement.

In putting forward the above conclusions, the Committee does not deny their imperfections. The importance and difficulty of the problem are such as to justify a more exhaustive examination. Before proceeding further with its study, however, the Committee feels that the Council may consider it advisable to ascertain the prospects of reaching, if not a general agreement, at all events one that would embrace a considerable number of States. For, if limited to a small number of countries, the agreement might prove more dangerous than effective, and whatever the system recommended, the same danger is to be feared.

Examination of recently concluded international Conventions for the avoidance of Double Taxation.

The Fiscal Committee's report points out that, since its last session (June, 1935), several Conventions have been concluded :

—A convention between Germany and Finland for the avoidance of double taxation in respect of direct taxes generally ;

—Conventions between the United Kingdom and Finland and the United Kingdom and the Netherlands for preventing double taxation in respect of certain specified forms of income ;

—Conventions between Rumania and Czechoslovakia, Germany and Sweden, and Germany and Finland concerning new measures to be taken in regard to conventions relating to assistance in the collection of taxes, administrative assistance and legal safeguards in respect of taxation ;

—Conventions between Germany and Sweden and between Germany and Czechoslovakia for the prevention of double taxation in the matter of death duties.

—A fair number of conventions for the reciprocal exemption of maritime and air navigation enterprises and of motor and other vehicles.

The Committee emphasised a number of special points in these various conventions and added that it would seem desirable to undertake a comparative study of these instruments in order to bring to light the tendencies underlying international fiscal law and to facilitate the conclusion of treaties on uniform lines. It has entrusted this task to a technical sub-committee.

It also noted that the fundamental clause in the Model Conventions of 1928 relating to

the taxation of business enterprises has been used as a basis for internal legal provisions, more particularly in the United States of America.

Other Questions.

The Fiscal Committee also discussed the allocation of the profits and property of international enterprises, and asked the Council to communicate to Governments for their observations the special clauses recommended by it in this connection.

As regards the evolution of fiscal systems, the Committee has drawn up a working programme for the collection of documentary material on the way in which these systems have been affected by recent economic fluctuations.

The Committee finally considered certain questions of fiscal technique such as : the interest attaching to the definition of certain terms used in the different legislative systems ; the advisability of studying the experience gained by various countries in the collection of taxes ; the advisability of closer definitions of the concepts of domicile and residence in respect of both individuals and legal entities.

(c) Work of the Committee of Statistical Experts.

The Committee of Statistical Experts held its fifth session from October 12th to 17th under the chairmanship of Sir Alfred Flux (British).

Occupational Statistics.

One of the questions dealt with by the Committee was that of occupational statistics.

It will be recalled that, by a recommendation of the International Conference relating to Economic Statistics, held at Geneva in 1928, the Committee of Experts was asked :

(1) To prepare a detailed draft nomenclature of industries and occupations.

(2) To study the question of systems of classification of the occupied population by industry and by personal occupation and the distribution of the occupied population according to occupational status (employers, employees, etc.).

The Committee of Experts devoted much of its time to the examination of these problems, as the next occupational returns of the population will be made in 1940, or a year as near as possible thereto. It framed a definition of the occupied population, the use of which will facilitate international comparisons.

On the question of the classification of the occupied population the Committee adopted

the view already expressed by other Conferences of statisticians and recommended classification in accordance with the following three characteristics: (a) industries; (b) professions; (c) occupations.

The Committee also decided on the main lines of a future draft minimum international nomenclature of industries and adopted a classification according to professional occupations.

It hopes to be able in 1937 to submit a full report on all these problems, together with recommendations which can be borne in mind when making the census of 1940 or 1941.

Mining and Metallurgical Statistics.

Under the 1928 Convention relating to Economic Statistics the Committee of Statistical Experts was instructed to supply certain definitions and work out certain classifications of mining and metallurgical statistics.

After securing the help of technical experts (some of whom were appointed by the International Chamber of Commerce) the Committee made certain recommendations to the Governments parties to the Convention advocating the adoption of the said definitions and classifications. The Committee has asked the Council to forward these recommendations to Governments.

Timber Statistics.

On the question of timber statistics, a resolution of the London Monetary and Economic Conference of 1933 recommended that "each country, acting in concert with the League of Nations and the International Institute of Agriculture, should organise rational statistics of the production of, and international trade in, timber." The Committee of Experts had arranged to have this problem studied by a special Sub-Committee on which the International Institute of Agriculture and the International Timber Committee, Vienna, were represented. It has taken note of this Sub-Committee's report.*

Another body is studying the statistics of timber resources (forest areas, ownership, total amount of standing timber, annual growth, etc.) and of the total amount of timber felled. The Committee of Statistical Experts has therefore concentrated its attention on the statistics of timber which actually comes on to the market and for which annual statistics are generally required. Before making final

recommendations it has framed various conclusions on the subject which will be referred to Governments for their observations.

Indices of Industrial Production.

Certain provisions of the 1928 Convention deal also with the question of indices of industrial production. The Committee has begun a study of the compilation of indices of industrial production as undertaken in recent years by a steadily increasing number of countries. It has asked a Sub-Committee to carry on this work with the help of some specialist experts.

Minimum list of Commodities for International Trade Statistics.

In a resolution of September 17th, 1935, the Council expressed the hope that Governments would see their way to publish at least annually supplementary statistics of their imports and exports classified in accordance with the Minimum List as drawn up by the Committee.

The Committee was glad to learn that up to October, 1936, eighteen countries had notified their intention to comply with this recommendation, while two others, though agreeing in principle, laid down certain conditions. Two other countries had postponed their decision and four had stated their inability to comply. The Committee has nevertheless reasons to believe that in coming years the use of the Minimum List will become even more widespread.

Auxiliary International Trade Statistics.

The Committee was gratified to note that some thirty countries had undertaken, in accordance with an invitation extended by the Council on May 14th, 1934, to prepare auxiliary international trade statistics on lines recommended by it, designed to secure detailed information of the movement of certain basic commodities from producing to consuming countries.

The Secretariat was asked to collect and publish these statistics and the Committee asks the Council to suggest that Governments which are not yet participating in this work should lend their help and follow as closely as possible the instructions given, particularly with regard to recording the origin of goods imported.

International Tourist Statistics.

Following a suggestion from the Economic Committee for improving and standardising the methods of compiling touring statistics, the Council in a resolution of September 8th, 1934, drew the attention of the Committee of Statis-

* See Monthly Summary, Vol. XV., No. 10, page 267.

tical Experts to this question. The latter was accordingly referred to a special committee which, after having inquiries made from statistical offices and bodies concerned in compiling tourist traffic statistics, arrived at conclusions which enabled the Committee of Experts to draw up recommendations on the subject which the Council has been asked to communicate to Governments. The Committee of Experts was concerned to make it clear that in the present state of tourist traffic statistics in different countries, no very detailed recommendations covering all the aspects of the problem can yet be made. It believed, however, that its general recommendations would lead to improvement.

Financial Statistics.

Acting on a suggestion of the Financial Committee that ways and means should be found of making financial statistics more comparable, particularly with regard to the creation of capital and the ways in which it is invested, the Committee of Statistical Experts asked a sub-committee to undertake the examination of this complicated problem. It was felt advisable that the sub-committee should be able to co-opt a number of qualified experts.

The following took part in the work of the Committee: permanent members: Sir Alfred Flux, Chairman (British); Dr. C. Bruschweiler (Swiss); Mr. M. R. H. Coats (Canadian); Mr. D. Durand (American); M. Huber (French); G. Jahn (Norwegian); E. Szturm de Sztrem (Polish); V. Dore (International Institute of Agriculture); Mr. J. W. Nixon (International Labour Office); associate members: MM. Anderson (Bulgarian); Gayon (French); Colonel Pulinx (Belgian); Dr. Carl Snyder (American).

2. HEALTH ORGANISATION.

(a) *Work of the Organisation.**

During the past year, the Health Organisation has continued to work on the usual lines, but has devoted more particular attention to the fresh problems of nutrition, housing and physical training.

In undertaking the study of these extremely topical questions, the Health Organisation has aimed at providing national administrations with data upon which to base a rational policy. It has tried to supply them with information and, by methods of international collaboration, to crystallise the fundamental ideas upon which any practical action must be based.

This work falls into two stages: the stage of defining the problem in order to determine its elements, and the stage of research proper.

(b) *Nutrition.†*

The exploratory period began in 1926. Since then, the Health Committee has organised exchanges of scientists, published technical studies on dietary systems, held conferences of experts and finally issued a general report entitled "Nutrition and Public Health."

This report, intended for the use of health administrations, demonstrates that nutrition in relation to health is one of the most important aspects of preventive medicine. It shows that scientific progress in this field makes it necessary for public health administrations to develop new lines of policy. It investigates the nutritional needs of the human being, what resources are available to meet them and the consequences of under-nourishment. Lastly, without neglecting economic conditions, it examines the steps to be taken to develop rational nutrition and gives instances of organised nutrition.

In publishing this report, the Health Committee was already performing one of its essential functions: it was supplying Governments with accurate data in regard to the nutritional policy pursued or contemplated in certain countries. But it had also to define the scientific principles on which all action should be based, in other words, to establish an agreed doctrine. This was the object of the London Conference held in November, 1935.

The report published by the latter on "The Physiological Bases of Nutrition" is an epoch-making work. For the first time, national administrations have for their guidance a series of principles recommended by some of the most eminent specialists in the world.

This meeting of experts, however, also drew up a list of questions which it thought called for further study.

Some of these were mainly concerned with hygiene, e.g., "Assessment of the Nutritional State of Children" and "The Extent to which Diets in Common Use fall below the Standards recommended by the Committee." The other questions were directly concerned with the science of nutrition, e.g., "The Relative Nutritive Value of Different Cereals according to the Degree of Milling," "Nutritive Food Requirements during the First Year of Life," "The Optimum Amounts of Milk required at Different Ages," etc.

* See Assembly Resolution, Annex, page 326.

† See Assembly Resolution, Annex, page 326.

The academies of medicine and learned societies of several countries have agreed to organise inquiries into these different questions and in several countries the work is already well advanced.

One of the questions on which further information has been thought necessary is that of milk. This food, the importance of which is generally acknowledged, especially for feeding young children, may be harmful as a vehicle of microbial infections. For this reason, the Health Organisation's inquiries will deal with two different aspects of the problem. They will try to define the optimum quantity of milk which should be consumed daily by children of different ages and also the methods adopted in certain countries for the control of the supply, transport and preservation of milk.*

The Assembly, noting the work done by the Health Organisation in the field of nutrition, stressed more particularly the importance and interest of this problem, which has gone beyond the scope of the Health Organisation's work and assumed a definitely international character. State initiative has everywhere had the happiest results, whether directed to the dissemination among all classes of the population of the rules of sound and rational nutrition or to the distribution free or at reduced rates of specially valuable protective foods, such as milk, to certain sections of the community.

The Assembly, in support of the efforts to provide the peoples with an adequate supply of the necessary foodstuffs, especially protective foods, made a certain number of recommendations to Governments designed to encourage and support the scientific study of nutrition problems; to take appropriate measures to ensure that the latest information about nutrition is included in the teaching of medical students; to conduct a vigorous policy of education and propaganda for the instruction of the general public; to support the Health Organisation in its endeavours to promote the application of modern scientific discovery for the benefit of different age and occupational groups of the population; to facilitate and promote international co-operation; to consider what steps should be taken to meet the nutritional needs of the lower-income sections of the community; to consider how the necessary amount of food, particularly safe milk, can be made available for expectant and nursing

mothers, infants, children and young persons; to consider the steps which might be taken to meet the nutritional needs of unemployed adults; to take steps to make food supplies, and especially protective foods, available at prices within the reach, so far as possible, of all classes of the community, while at the same time safeguarding the interests of producers; to improve and cheapen the marketing and distribution of foodstuffs in both industrial and rural districts; to assure purity of foods; to set up standards of reference and specifications for grading foodstuffs of all kinds according to quality, etc., etc.

(c) *Housing.*

Here again there are two distinct stages: the first consisted of the preparation of preliminary documentary material on the manner in which the problem of housing and town planning presents itself in different countries and on the measures adopted to deal with it. During this stage the Health Organisation obtained the assistance of several countries: the United Kingdom, Czechoslovakia, France, Italy, the Netherlands, Poland, and Sweden supplied documentary material, part of which has been published. This information went to show the acute nature of the housing problem and its effects on health and in the social and economic fields.

In October, 1935, the Health Committee started on the second stage. It appointed a commission to examine this material and draw up a plan of technical studies.

This plan is now being applied. Its purpose is to place at the disposal of administrations and legislatures any documentary material they may desire to obtain on the principles of modern hygiene in the field of urban and rural housing. The studies deal, among other matters, with building hygiene (building materials, heating and cooling, ventilation, insulation, and lighting), types of urban and rural houses, the technique of town and country planning, legislation, etc. To prepare for its execution, national commissions have been set up in different countries, including the United States of America, the United Kingdom, Czechoslovakia, France, the Netherlands, Poland, Spain, and Sweden. These Commissions are now at work; some of them have undertaken practical experiments on the scientific problems included in the plan, particularly on the relative merits of various building materials. All these efforts, under the direction of the Health Organisation, aim at determining guiding principles of housing hygiene and at ensuring their practical appli-

* In this connection it may be recalled that in 1932 the Health Organisation, in co-operation with the Government of Chile, made a study of popular nutrition in Chile. The results of the inquiry held in 1935 have recently been communicated to the above Government.

cation by the different technical and industrial groups concerned.

The Assembly, which has taken special interest in this part of the Health Organisation's work, considered that it would be advisable to extend the scope of these studies, so that the various aspects of the problem of urban and rural housing may be studied as a whole. It has asked the Council to invite the Economic, Financial, and Health Committees and the International Labour Office to establish a suitable collaboration, with a view to submitting a general report on the question to the next ordinary Assembly.

The Council agreed with this recommendation.

(d) *Physical Education.*

As regards physical education, the Health Organisation is still at the exploratory stage. It will probably publish in the near future a report on "Physique and Health" as a consequence of studies which have covered several European countries. This report will show the attitude of doctors, anthropologists, administrators and educationalists in these different countries towards the relations existing between the development of physical education and the standard of health at the present time.

(e) *Rural Hygiene.*

In 1931 a European Conference on Rural Hygiene met at Geneva. This Conference made it possible to evolve guiding principles and methods of economically and effectively ensuring medical assistance, and the organisation of health services and sanitation in rural areas. It also emphasised the value of pursuing certain studies of particular importance to rural health.

These studies were undertaken with the help of several national institutions, particularly schools of hygiene. They cover all the sanitary and social aspects of rural life. By a logical process of evolution, the aim is no longer simply to seek the best means of effectively combating disease; it has become essential to make use of these efforts by seeking the most rational and practical solutions for the problems raised by the conditions of life and work of rural populations. In this way questions such as those of rural housing and nutrition find a place in these activities.

The Health Organisation is proposing to show the conclusions derived from these studies at an international exhibition on rural housing, which it is proposed to hold in 1937. The scope of this exhibition will not be confined to

dwelling-houses and their dependencies, but also to rural planning and the sanitary and social conditions of life in the countryside. The French Government having offered to accommodate this Exhibition in the "International Exhibition of Arts and Technique in Modern Life" which it is itself organising in 1937, the Assembly and Council accepted this offer with gratitude.

The success of the European Conference on Rural Hygiene led the delegates of British India and China at the 1932 Assembly to ask that a similar conference should be convened in the East.

To prepare for this conference, which will meet at Bandoeng on August 3rd, 1937, the Health Committee set up a Commission which has just carried out a study tour lasting five months, during which it visited India, Burma, Siam, Malaya, French Indo-China, the Philippines, the Netherlands Indies and Ceylon.

The provisional agenda of the Conference includes the main problems of rural reform: medical assistance, rural reconstruction, the campaign against malaria, rural housing, and nutrition in the Far East.

Thirteen delegations of Latin-America (the Argentine, Bolivia, Chile, Colombia, Cuba, Dominican Republic, Ecuador, Haiti, Mexico, Panama, Peru, Uruguay, and Venezuela), supported by the delegations of Spain and the Netherlands, requested that a Conference on Rural Hygiene, for Latin-American countries, should be prepared and summoned by the League of Nations.

The Health Organisation's work in regard to rural hygiene, according to these delegations, was of very great interest to their countries, covering as it did all the public health and social problems of rural life, including nutrition and housing. The starting point of this work was the 1931 Conference on Rural Hygiene for European countries and a similar conference was being organised for Eastern countries. In view of the efforts being made in America to raise the social and sanitary standards of their rural populations, it would certainly be useful to study these efforts in conference and compare them with the results achieved in other parts of the world.

In concurrence with this view, the Assembly requested the Council to examine, with the assistance of the technical organisations, and of the International Labour Office, the possibility of holding this Conference at a suitable date.

The Council, complying with the Assembly's wish, has now asked the Health Committee to report on this question after consulting the International Labour Office.

3. COMMUNICATIONS AND TRANSIT.

(a) *Work of the Organisation.**

The work of the Communications and Transit Organisation during the past year has led it to examine questions of the co-ordination of transport, public works, railways, road traffic, level crossing signals, maritime navigation, air navigation, etc. Certain disputes have also been settled relating either to the application of certain provisions of the Peace Treaties for the reorganisation of the railways situated in the territory of the former Austro-Hungarian monarchy, or to the membership of the International Commission of the Danube.

* * *

Co-ordination of Transport.

The 1935 Assembly found that this question, and particularly the co-ordination of rail and road, was causing special concern to Governments at the present time, and requested the Communications and Transit Organisation to undertake a study of the situation.

Following on this decision, an inquiry was made among Governments on the basis of a detailed questionnaire. As the Czechoslovak delegate on the Second Committee pointed out, while before the war it was possible to speak of the virtual, though not legal, monopoly of the railway, this was no longer the case. The railways, tied by somewhat rigid legislation, are obliged to transport goods and passengers under less favourable conditions than motor vehicles, on the basis of tariffs fixed by the supervisory authority and applicable equally to all concerned. Nevertheless this latter assertion needed qualification. It would appear, in the opinion of the Czechoslovak delegate, that in their struggle with motor vehicles, and particularly lorries, certain railways grant secret tariff reductions not available in the same conditions to all users.

This aspect of the problem is of particular interest to economic life in general, and the Assembly instructed the Communications and Transit Organisation to study the question of tariff discrimination, which is closely connected with that of transport co-ordination, in order that at the next conference for the revision of the International Convention on the Transport

of Goods by Rail this problem might be equitably settled.

Public Works.

This question has for some years past provided the Communications and Transit Organisation with a very important field of activity, and attention has frequently been drawn to the special interest and value of the work from the point of view of the resumption of economic activity and the campaign against unemployment.

Inquiries addressed to a number of Governments have made it possible to collect very extensive documentary material on works already completed in some forty countries from the latter's own resources, works in course of execution, or contemplated, with detailed information in regard to their organisation and results, and in particular as to the principal administrative methods, methods of financing, and estimates, as far as possible, of the allocation of expenditure between labour and other costs, as well as the opinions of Governments with regard to the effects obtained or expected from the execution of these works on the resumption of economic and industrial activity and on unemployment. A thorough and systematic study of this material was then made by specially qualified experts in accordance with a decision of the last Assembly. The report of these experts and a preliminary survey of the subject by the Secretariat was sent last summer to Governments,† and it is hoped they will find fruitful inspiration in the study of the methods tried and results obtained in different countries and also in the observations of the experts.

Railway Questions.

(a) *Juridical and Administrative Systems on Frontier Lines.*

The absence of a systematic study of the legal and administrative position in regard to frontier railway lines and junctions has undoubtedly been one of the principal obstacles to the conclusion of agreements in this highly contentious and complicated matter.

Thanks to the Secretariat of the Permanent Committee for Transport by Rail, such a study has been made, and was transmitted by the Council of the League to Governments, on the proposal of the Advisory and Technical Committee for Communications and Transit. The study in question will undoubtedly facilitate the conclusion of agreements on this subject by Governments and railway administrations.

* See Assembly Resolution, Annex, page 327.

† See Monthly Summary, Vol. XVI., No. 8, page 245

(b) *Transport of Goods, Passengers and Baggage by Rail.*

The international conventions concerning the transport of goods and of passengers and baggage by rail, dated October 23rd, 1924, were revised at a Conference in Rome in 1933, but proceedings in connection with the entry into operation of the two revised conventions are taking a long time, in spite of their ratification by a certain number of Governments. Neither the public nor the railways have hitherto been able to benefit by the improvements which they offer.

In presence of this situation, the Advisory and Technical Committee brought the matter before the Council, which approved the Committee's attitude, and drew Governments' attention to the desirability of urgent ratification of the Rome Conventions of 1933, to enable them to be put into force at the earliest possible date. The Assembly also decided to appeal to the Governments concerned to ratify these two Conventions as soon as possible.

Road Traffic.

The efforts of the Communications and Transit Organisation have been directed in particular this year to the unification of statistics of road traffic accidents, compulsory insurance and the civil responsibility of motorists. The latter question is being studied with the assistance of the International Institute for the Unification of Private Law, Rome.

For the first question, a special committee prepared a draft uniform statistical table which, in its ultimate form, will be of use to administrations in the compilation of statistics of traffic accidents on lines admitting of comparison and affording a basis for measures for the safety of traffic.

*Level Crossing Signals.**

The action taken by the Organisation to improve the present position has made it possible to evolve a programme for the internationalisation of an effective system of signalling for level crossings. The Council forwarded this programme to Governments, asking them to state whether, in their opinion, it could serve as a basis for the conclusion of an international convention, and whether they would be disposed to take part in a conference to be called by the League for the purpose.

The Second Committee agreed with the view of the Communications and Transit Organisation and the other technical bodies concerned

as to the desirability of a uniform solution being found, at any rate for the European continent, at the earliest possible date.

The Assembly also expressed the hope that the Communications and Transit Organisation would manage to bring about greater uniformity in the rules governing road traffic and signals, and suggested that it should actively pursue its task of international codification and consider the possibility of either revising existing conventions or of regrouping the provisions contained in them, with a view to obtaining a more systematic whole.

Maritime Navigation.

(a) *Maritime Buoyage.*

This question was on the agenda of the Conference for the Unification of Buoyage and Lighting of Coasts, held at Lisbon in 1930, and was re-examined by the Communications and Transit Organisation with a view to giving effect to the findings of the Conference. Governments were consulted and, as a result, an agreement, with annexed regulations, was drawn up. By a Council resolution of May 13th, 1936, this agreement was opened for signature by States invited to the Lisbon Conference.†

(b) *Pollution of the Sea by Oil.*

This question has gone through various stages of careful preparation, which the Assembly has been able to follow from the outset, and its results have taken concrete shape in a Draft Convention and Final Act which have just been submitted to the Council, to decide whether a conference shall be summoned to conclude an international agreement.‡

The Assembly itself has from the beginning urged the importance of completing a draft Convention as soon as possible. The situation is obviously getting worse, owing to the increase in the number and tonnage of ships using or carrying liquid fuel, and hence a solution is more urgently necessary.

The Assembly appealed to the Governments of all important maritime countries to assist and collaborate in settling the question.

The Council on October 10th took note of the replies of Governments regarding the draft Convention and Final Act. Almost all these replies are favourable to the conclusion of a Convention and the summoning of a Conference. The Council therefore decided to convene this Conference at a date to be fixed later. All the

† See Monthly Summary, Vol. XVI., No. 5, page 143.

‡ See Monthly Summary, Vol. XV., No. 11, page 304.

* See Monthly Summary, Vol. XVI., No. 1, page 20.

Members of the League will be invited to this Conference, as well as the following non-Member States: Brazil, Costa Rica, Danzig, Egypt, Germany, Iceland, Japan, Monaco, and the United States of America.

Air Navigation.

The Communications and Transit Organisation can claim another success in this field. After consulting the Governments of European States, it was able to report that almost all replies were in favour of granting certain facilities for the Customs clearance of liquid fuel used in air traffic. The provisions were submitted to the Council in the form of a draft agreement, and on the proposal of the United Kingdom representative, the Council agreed that the Government of that country should take the necessary steps for this agreement to be opened shortly for signature by European States in London.

On being informed that the United Kingdom Government would at once forward the text to all European Governments, the Assembly expressed the hope that these Governments would give the question all the attention it deserved, so that the agreement might enter into force as soon as possible.

League Wireless Station.

The Assembly was gratified to note that the League Wireless Station had rendered extremely valuable services and had maintained in a most satisfactory manner direct, independent communication between the seat of the League and Member States. These communications were particularly appreciated in distant countries. Thanks to the weekly service organised by the Information Section and to a special wireless

telegraphy service, it had been possible to inform Governments very rapidly of urgent decisions and of the working of League organisations.

(b) *Petition of the Zeltweg-Wolfsberg and Unterdrauburg-Woellan Railway Company of Vienna.*

The Council noted on October 10th that several contradictory requests had been received from different persons who claimed to be the duly qualified representatives of the Zeltweg-Wolfsberg and Unterdrauburg-Woellan Railway Company.

On the motion of its rapporteur, M. Potemkin, representative of the U.S.S.R., the Council decided to submit to the Permanent Legal Committee of the Communications and Transit Organisation the question whether a request for arbitration under Article 320 of the Treaty of St. Germain had been regularly laid before the Council.

4. TECHNICAL COLLABORATION BETWEEN THE LEAGUE OF NATIONS AND CHINA.

The Assembly was glad to note the development of this collaboration, more especially in regard to hydraulic works and to road construction and the organisation of road transport, a development which is partly due to the efforts of the Transit Organisation's experts in China.

* * *

Composition of the Council Committee.—On October 8th the Council appointed Sweden to replace Denmark, which had ceased to be a Member of the Council, on the Council Committee on Technical Co-operations between the League of Nations and China.

VII.—INTELLECTUAL CO-OPERATION.

WORK OF THE ORGANISATION.*

The Assembly reviewed the work done by the Intellectual Co-operation Organisation.†

Great progress has been made this year in promoting the universality of the work of the Intellectual Co-operation Organisation. True, the International Committee on Intellectual Co-operation has always counted distinguished non-Europeans among its members and other continents than Europe have throughout played an active part in its work yet never before has

* See Assembly Resolution, Annex, page 332.

† See Monthly Summary, Vol. XVI., No. 7, page 213.

this been so patent as during the past twelve months. Mention need only be made of the generous support afforded to the Paris Institute by the great American foundations, especially the Rockefeller Foundation; the number of National Committees on Intellectual Co-operation that have been founded or re-organised in Latin-American countries or are in process of formation in the Argentine, Brazil, Chile, Venezuela, and, if we turn to Asia, in Iran; the important demonstrations of intellectual co-operation which have taken place at Buenos Aires at the beginning of September, and those which will be held at Cairo in 1937, and lastly, the fact that the Japanese Government, though

not a Member of the League, has founded, under the auspices of the Paris Institute, a collection of Japanese literary works based both in its idea and in its detail on the example of the Ibero-American collection.

Another noteworthy feature is the number of organised activities which, after protracted study by specialists and technicians, are now reaching the stage at which governmental action alone can effectively crown the preparatory work, accomplish the projects and consolidate the effects. The first international convention concluded under the auspices of the International Committee on Intellectual Co-operation is that on the *Free Circulation of Educational Films*. It has not remained an isolated phenomenon. Last year, the Assembly of the League of Nations invited the States Members to adopt a *Declaration on the Teaching of History*, which has since been approved by several Governments. This year, a Convention on the *Use of Broadcasting in the Cause of Peace* has lately been discussed by in intergovernmental conference on the eve of the Assembly and, though only recently opened for signature, has already been signed by a score of countries. Lastly, there is a *Draft Convention for the Protection of National Artistic and Historic Treasures*, which has already been twice submitted to Governments and may be concluded at Paris next year.

Of these various acts and instruments concluded or to be concluded, one of the most important is undoubtedly the scheme for a *Universal Charter for Authors' Rights*. There are two main agreements in existence—the Berne Convention, which institutes a system which may be described as European, and the Havana Convention which has been signed by all the States of the two Americas. Only Brazil is a party to both instruments, which explains why she has taken the initiative in trying to harmonise them. A European mission has gone to Rio de Janeiro with that object and Senator Antuña has visited Europe; texts have been drafted, so ably that the gulf between these two pillars of positive law, the Berne Convention and the Havana Convention, will undoubtedly soon be bridged by a world charter of authors' rights.

These examples show that the work of the Intellectual Co-operation Organisation has its own contribution to offer to the strengthening of the international ties constituted by a vast number of conventions and collective agreements.

Among the various activities of the Intellectual Co-operation Organisation mention

should be made of the expansion of the Permanent International Studies Conference. This institution which, after a first essay in 1932, is now engaged in an objective and scientific study of foreign policy, has developed into an organisation that is growing daily in authority. Being an autonomous body within the Intellectual Co-operation Organisation, it can pursue its work in the complete independence proper to scientific research.

Among the most encouraging results which have been achieved by the Intellectual Co-operation Organisation and to which the Assembly attaches special importance, are those secured in the vast field of League of Nations teaching proper, as well as in the teaching of certain subjects such as history and geography which can be approached in a League spirit. The revision of school text-books also remains one of the chief cares of the Intellectual Co-operation Committee.

A problem to which both the Intellectual Co-operation Committee and the Assembly itself have given special attention is that of the unemployment among intellectual workers which prevails in many countries. The steps already taken in several countries show how serious the situation is. International action will, undoubtedly, give these measures their maximum effectiveness by inciting Governments which have not yet done so to create national university information centres and by enabling those centres which already exist to compare their experience and statistics and to co-operate among themselves for the adoption of immediate practical measures.

In view of the success achieved by the "Conversations" instituted by the Intellectual Co-operation Organisation, both the Assembly and the Committee on Intellectual Co-operation felt that the membership of the Permanent Committee on Arts and Letters should be increased so as to enable persons to be appointed representing other great cultures, whose collaboration seems indispensable.

During the year a "Conversation" was held at Budapest on "The Rôle of the Humanities in the Training of the Modern Mind," and, for the first time since this custom was instituted, another "Conversation" has been held outside Europe at Buenos Ayres, with the support of the Argentine P.E.N. Club and the Government. Its subject was the part that can be played by intellectuals and their books—in short, by thought—in the relations between Europe and Latin America.

In the field of the exact and natural sciences the Assembly, at the request of the Committee on Intellectual Co-operation, decided to set up a Permanent Committee to carry into effect the scientific programme of the Organisation and to see that it is gradually widened as new requirements are revealed and as resources become available.

In the sphere of fine arts, the Assembly authorised the communication to Governments of a number of recommendations on international art exhibitions. These contain various principles laid down by specialists by which the competent administrations might be guided when they organise international exhibitions of art, archæology, and history. The recommendations reconcile the two main interests involved—intellectual rapprochement and the education of the general public on the one hand, and the exigencies of the preservation and safety of works of art on the other.

The publication of a collection of ethnographical and historical works on the origins of American civilisation proposed in 1934 by M. Levillier, Ambassador and delegate of the Argentine Republic, was discussed by the Sixth Committee of the Assembly. The scheme prepared for this purpose had been laid before the 1935 Assembly, which expressed its willingness to give effect to it if the administrative and financial conditions for its realisation could be fulfilled. M. Levillier informed the Committee of the wide sympathy with which his scheme had been greeted and of the financial and other support which American Governments and

learned institutions were prepared to afford. The Assembly, accordingly, after noting and approving of the revised scheme, decided that the work should be published in French and Spanish, under the supervision of the Institute on Intellectual Co-operation in the case of the French edition, and of the Faculty of Philosophy of Buenos Aires University in the case of the Spanish edition. The costs of the collection, which will serve as an intellectual link between America and the Old World, should be covered by the contributions already promised and by other contributions of Governments or institutions. The Assembly made an urgent appeal to this effect.

On October 10th the Council, after noting that a Convention concerning the Use of Broadcasting in the Cause of Peace† had been concluded at Geneva in September last, authorised the International Committee on Intellectual Co-operation to lend its good offices in the event of disputes between Contracting Parties, should the latter jointly agree to appeal to it under Article 7 of the said Convention.

Further, in pursuance of the provisions of Article 8 to the effect that the Convention shall remain open for signature until May 1st, 1937, in the case of all States which were represented at the Conference and of all those States to which the Council had sent a copy of the Convention, the latter decided to send such communications to Germany, the United States of America, Costa Rica, the Free City of Danzig, Iceland and Japan.

VIII.—SOCIAL AND HUMANITARIAN QUESTIONS.

I. TRAFFIC IN OPIUM.

(a) *Discussions in the Assembly.**

The Assembly expressed satisfaction with the result of the last year's work of the Opium Advisory Committee, the Permanent Central Board and the Supervisory Body in the campaign against the drug menace. Its attention was, however, specially directed towards the limitation of production of raw material.

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The discussion on this subject in the Fifth Committee showed that the campaign against the drug evil was reaching the third or final stage of its activity. Following the establishment of the control of the international trade under the 1925 Convention and the direct

limitation of the manufacture of drugs under that of 1931, an attack must now be made on the real source of the evil—namely, excess in the production of raw materials. The alarming development of clandestine manufacture, to which the traffickers resort now that they have been driven towards regions of the world where raw materials are easily accessible and where control is exercised only with difficulty, renders limitation of production itself increasingly necessary.

The Committee considered the difficulties, the possibilities and the means of action at the disposal of the League. It supported the view adopted by the Advisory Committee that there should be a dissociation of the study of the

* See Assembly Resolution, Annex, page 328.

† See Monthly Summary, Vol. XVI., No. 9, page 269.

opium poppy and that of the coca leaf, and devoted itself chiefly to preparations for limiting the cultivation of the opium poppy.

It was observed that the amount of raw opium used in the legitimate manufacture of drugs in 1931 was 260 tons; in 1932, 219 tons; in 1933, 224 tons, and in 1934, 240 tons—a yearly average of 240 tons. Further, statistics for countries which have furnished statements concerning quantities of raw opium used for the manufacture of the prepared article show an average of 300 tons of raw opium per year. The world accordingly needs a total of about 540 tons of raw material to satisfy its legitimate requirements. Production for the whole world, however, with the exception of China, was approximately 1530 tons in 1933 and 1080 tons in 1934. Account must also be taken of the opium produced in China, the exact amount of which it is hard to state but which is greater than the production of all the other countries, and of certain amounts consumed in India, Iran and other countries on the spot. Thus enormous quantities must every year swell the stocks or find an outlet in the illicit traffic.

* * *

Many difficulties have hitherto stood in the way of abolishing such a state of affairs. Limitation of manufacture affected only about sixty factories situated in fifteen manufacturing countries, whereas the limitation of the production of the opium poppy concerns hundreds of thousands of farmers who cultivate it over an area of some 100,000 hectares, not including China: i.e., in Afghanistan, Bulgaria, Greece, India, Iran, Japan, Korea, Turkey, the U.S.S.R. and Yugoslavia.

The limitation of the production of an agricultural product is much more difficult than that of an industrial commodity, since the annual harvests for the same area vary by more than 100 per cent. Whereas the rate of industrial production can be regulated according to the needs of the market, it is impossible to increase or restrict with the same degree of elasticity the areas cultivated, so as to adapt the agricultural production to world requirements.

Although these difficulties exist, there are also certain aspects of the problem which hold out hopes of its solution. Whereas the consumers of manufactured drugs are represented by millions of sick persons who are isolated individuals, consumers of raw materials constitute a much more limited group—namely, the drug factories and the monopolies in opium-smoking countries. Agreement between this limited

group of producers and consumers should not be difficult.

Market conditions and existing economic necessities work in favour of a limitation of the production of raw opium, such, for instance, as the decreasing demand for raw material, both of the countries manufacturing drugs and of those with prepared opium monopolies; the resultant accumulation of considerable stocks in the producing countries and in the monopoly countries; a decrease in the price of raw material and the difficulty experienced by producing countries in finding new markets for their products. Certain countries like Turkey and Yugoslavia have, under the pressure of economic conditions, concluded agreements. India has consistently reduced its crops and has ceased to export opium since the end of 1935. Further, the progressive execution of the programme of limiting production in China opens up additional possibilities.

Turning to the methods whereby the League could accomplish this task, the Fifth Committee held that there could be no doubt that the first condition to be fulfilled was a thorough preparation on the basis of information as precise and complete as possible, which it was desirable that Governments of countries producing raw opium should furnish before January 31st, 1937. Preliminary conferences might also be convened similar to that which met in London in November, 1930, in preparation for the 1931 Limitation Conference. One of these might be devoted to the discussion of problems relating to the amount of raw opium required for the manufacture of drugs, and might consist of representatives of the producing countries which export to manufacturing countries and representatives of the latter countries; another might deal with the amount of raw opium required by monopolies established in respect of opium for smoking, and would consist of representatives of the producing countries which export raw opium to the monopoly countries and the representatives of the monopoly countries.

Studies relating to the limitation of the production of the coca leaf will be continued on parallel lines with a view to an ultimate solution of the problem. The Fifth Committee noted with great interest a statement by the Argentine delegate in whose opinion it would be of no use to endeavour merely to suppress the chewing of coca leaves—a practice which has existed for centuries in Bolivia, Peru and certain districts in the north of the Argentine and of Chile, unless an attempt were made to

replace the coca leaf by some substitute which would have a similar stimulating effect on the physical system. He suggested as such a substitute "Maté," which has the same properties as the coca leaf and has for hundreds of years been produced and used in Brazil, Paraguay and the Argentine.

* * *

The Assembly, considering that the limitation of raw materials constitutes a decisive step in the League's campaign against the abuse of narcotic drugs, recommended all Governments to furnish the Advisory Committee with every possible assistance in its preparatory work; it invited the Governments of the opium-producing countries to communicate before January 31st, 1937, the information asked for in the questionnaire addressed to them by the Advisory Committee, and noted the decision of the Advisory Committee regarding the creation of a Preparatory Committee for the purpose of establishing the principles which might serve as a basis for a convention for the limitation of raw materials. The Assembly also expressed the hope that the Advisory Committee would consider the possibility of holding two preliminary conferences as soon as possible: one, a conference to be attended by representatives of the countries producing raw opium which export this product to drug manufacturing countries, and the representatives of those manufacturing countries; the other to be attended by representatives of the countries producing raw opium which export this product to countries having a smoking opium monopoly, and the representatives of the monopoly countries. It recommended that a general conference should meet as soon as practicable after the said preliminary conferences.

* * *

Pending the limitation of the production of raw materials which should strike at the source of the illicit traffic, the Assembly noted with keen satisfaction the conclusion of the 1936 Convention for the Suppression of the Illicit Traffic in Dangerous Drugs. Considering that the universal application of the Convention is a necessary condition of its efficacy, it recommended all Governments to take as soon as possible all such steps as may be necessary for the ratification of the Convention in order that it might promptly have its full effect.

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Without discussing in detail the situation in China, which was the subject of long debates in the Advisory Committee at its last session,

the Assembly expressed concern at the gravity of the position in that country. It wished all possible success to the efforts which the Chinese Government was making to apply its plan of suppressing the cultivation of the poppy and the use of opium within a fixed period, and to combat the illicit traffic in, and the clandestine manufacture of, drugs. The Assembly associated itself with the appeal addressed by the Advisory Committee and by the Council of the League of Nations to all Governments to help the Chinese Government in its campaign against the evil of narcotic drugs.

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The Assembly considered that police repression and the limitation of the manufacture of drugs and of the production of raw materials was not a sufficient remedy against the abuse of narcotic drugs so long as there existed a demand due to drug addiction. In those circumstances the Assembly noted with satisfaction that the Advisory Committee had undertaken the study of this fundamental problem, and invited it to keep the question on its agenda. It appealed urgently to Governments to do their utmost to furnish the information requested in a questionnaire which would be sent to them shortly.

The Assembly drew the attention of Governments to the danger of direct propaganda among young people in countries not yet contaminated by the abuse of narcotic drugs, as such persons are usually unaware of the effects of the drugs and might be led into vices of whose existence they had no suspicion.

(b) *Work of the Permanent Central Opium Board.*

On October 10th the Council noted the report of the Permanent Central Opium Board on its twenty-sixth, twenty-seventh, and twenty-eighth sessions, which furnish an account of the Board's work since September, 1935, together with its comments on the situation in the drug manufacturing countries.

The rapporteur, M. Kampe, representative of Latvia, pointed out that the Board had been unable to prepare all the statistical tables provided for in the 1931 Convention in time to submit them to the Council at this session, one of the main reasons for the delay being that a number of Governments fail to furnish their statistics within the time limit fixed by the Geneva Convention of 1925. The Board will, if possible, submit a second report to the Council at its January session, comprising the whole of the statistical data received.

The Board's report indicates the quantities of narcotic drugs manufactured by various countries in excess of the quantities authorised to be manufactured for the year 1935, amounting to kg. 2,303 for morphine, kg. 68 for diacetylmorphine, and kg. 269 for cocaine. Surplus manufacture, however, occurred in fewer of the principal manufacturing countries in 1935 than was the case in the preceding year. Moreover, some of the surplus quantities manufactured are apparent only, i.e., they were actually consumed or utilised for legitimate purposes during the year and most of the others can be satisfactorily accounted for. In the Board's opinion the difficulties inherent in the working of the Limitation Convention are being gradually overcome.

The quantity of morphine manufactured in 1935 was kg. 4,649 more than in 1934, the increase being mainly due to morphine manufactured for use as such. The average quantity manufactured for the last three years appears, however, to correspond approximately to the annual consumption, the fluctuations in manufacture being due to variations in stocks. There was a decrease of 39 per cent. in the manufacture of diacetylmorphine as compared with 1934. Considerable decreases in manufacture have taken place in Germany and Japan. The amount of cocaine manufactured in 1935 represented an increase of 538 kg. on the previous year. The quantity manufactured over the last three years appears, however, to be more or less constant and to represent normal consumption requirements.

The Board had to deal during the year with a number of cases of excess of imports over estimates. In only twelve cases, as compared with twenty-nine in 1934, did the quantities involved justify the application of Article 14 of the 1931 Convention which prescribes that, on receipt of a notification from the Board, Governments will not, save in exceptional circumstances, authorise any new exports to the countries in question until a supplementary estimate has been furnished.

(c) *Meeting of the Supervisory Body.*

The Supervisory Body set up under the Drug Limitation Convention of 1931 met in Geneva from October 6th to 16th, under the chairmanship of Sir Malcolm Delevingne (British).

During this session the Supervisory Body completed its statement of world requirements in dangerous drugs for 1937, which will be circulated to Governments on November 1st.

Estimates had been received from sixty-one countries, six of which were not parties to the

Convention, and from eighty-eight colonial or dependent territories. The Supervisory Body itself framed estimates for nine countries and seven territories in respect of which estimates had not been communicated. Some twenty Governments were asked to explain the data furnished, as a result of which it has been possible to reduce the morphine estimates by 603 kgs.

After a thorough study of the statistical material at its disposal the Supervisory Body reached the general conclusion that the estimates were now more closely related than in the past to the actual needs of Governments.

The Supervisory Body expressed the hope that the *Procès Verbal** in virtue of which the date for the issue of the annual statement of estimates is to be postponed from November 1st to December 1st, would be signed by the States which had not yet done so. It pointed out that only thirty-one States out of sixty parties to the Convention had attached their signature to the document.

The session was attended by: Sir Malcolm Delevingne (Chairman) (British), Dr. Carrière (Swiss), Mr. Herbert L. May (American) and Professor Tiffeneau (French).

2. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.†

The Assembly noted the reorganisation of the Advisory Commission for the Protection and Welfare of Children and Young People. It considered that the amalgamation of the Child Welfare Committee and the Traffic in Women and Children Committee into an Advisory Committee on Social Questions would facilitate the accomplishment of the tasks entrusted to that body. In the Assembly's opinion the latter should be a centre of international documentation, a centre of studies which would conduct or direct inquiries on social questions and a centre of action to organise co-operation between Governments. In its work it should be guided by the new trends in social welfare work apparent in the countries concerned.

As regards the assessors hitherto attached to the Advisory Commission for the Protection and Welfare of Children and Young People, the Assembly agreed that the change in their status should not diminish the importance of their collaboration which had always been extremely useful.

* See Monthly Summary, Vol. XVI., No. 9, page 276.

† See Monthly Summary, Vol. XVI., No. 4, page 111

(a) *Traffic in Women and Children.**

The Assembly was gratified to note that international legislation for the abolition of the traffic in women and children had not been hampered by present political difficulties. Forty-eight States have now ratified or definitely acceded to the 1921 International Convention for the Suppression of the Traffic in Women and Children, and forty-four have ratified or definitely acceded to the 1923 Convention for the Suppression of the Circulation of Obscene Publications. The 1933 Convention concerning Women of Full Age has now been ratified or definitely acceded to by seventeen countries.

The Assembly was gratified with the work done by the Traffic in Women and Children Committee in its campaign against the traffic. This Committee has framed a draft international convention for the punishment of persons who exploit the prostitution of others, which the Council has communicated to Governments for observations. The Assembly recognised that the existence of the system of licensed houses was one of the chief contributing factors to the traffic in women, and that therefore one of the immediate objectives of the future Advisory Committee should be the abolition of these houses.

As regards the exercise by the Secretariat of general supervision over agreements in connection with the traffic in women and children in the form of the annual reports sent in by Governments, the present situation, while showing a slight improvement, cannot, however, be regarded as satisfactory. Once again the Assembly has had to observe that several countries were not sending in the reports they were bound to furnish. It expressed the hope that, by means of a revised questionnaire, it would be possible to obtain better results.

The progress made in the study of measures of rehabilitation was also noted by the Assembly, which stressed its importance.

The position of women of Russian origin in the Far East continues to preoccupy the Assembly, which had to admit that no great progress had been made in this respect. It nevertheless expressed the hope that a new impulse would be given to the question by the initiative taken by the Managing Committee of the Nansen International Office which had asked the League of Nations to send to the Far East a mission to study the problem as a whole. The question has also been placed on

the agenda of the Conference of Central Authorities in Eastern Countries.†

Nine States have agreed to participate in this Conference which, in virtue of a decision taken by the Council on October 10th, 1936, and on the invitation of the Netherlands Government, will be open on February 2nd, 1937, at Bandoeng, Java, viz., the United Kingdom (Governments of Hong-Kong and Malaya), China, France, India, Japan, Netherlands, Portugal, Siam, and the United States of America. The Assembly noted that several international and national organisations and missions would attend the Conference in an advisory capacity. It approved the agenda of the Conference, which it considered practical and in conformity with the questions raised in the report of the Commission of Inquiry into Traffic in Women and Children in the East which form the basis of this Conference. It also expressed the hope that the important task of the Conference would be brought to a successful issue and that practical measures for combating traffic in women and children in that part of the world would result from its discussions.

(b) *Child Welfare.‡*

The Assembly once again emphasised that the attention of the Advisory Committee on Social Questions should be directed more particularly to the welfare of the normal child. It was glad to note that the problem of housing which was of essential importance to the moral and physical development of children, had engaged the attention of numerous Governments; in its opinion, child welfare work among the populations living in other than large urban districts should also be one of the objects of the Committee's activities. It suggested that one of the first points to be dealt with should be "the study of the general organisation of child welfare" in the light of the results achieved in this respect in various countries. The Assembly felt it was necessary to establish close liaison with other committees and commissions dealing with similar problems.

The Assembly devoted special attention to the following questions: (1) boarding-out of children in families; (2) recreational aspects of the cinematograph, the importance of which was re-emphasised; (3) the problem of neglected and delinquent children and the general study of the principles underlying their treatment; (4) development of the Secretariat's work as an

* See Assembly Resolution, Annex, page 328.

† See Monthly Summary, Vol. XVI., No. 4, page 112.

‡ See Assembly resolution, Annex, page 329.

information centre on child welfare ; (5) family desertion ; (6) ill-treatment of children.

The Assembly approved the interest displayed and the efforts made by the Advisory Committee on Social Questions in regard to the social aspect of the problem of nutrition, which is linked up with that of child welfare. It considered that a thorough knowledge of the principles of nutrition was highly important for the health and welfare of the family.

Considering that the problem of child welfare is in many respects connected with the problem of nutrition, the Assembly recommended the Advisory Committee to consider the advisability of making a parallel study of the chief solutions found for the problem of the general organisation of child welfare and the social aspects of the problem of nutrition.

3. REFUGEES.

*International Assistance to Refugees.**

The Assembly reviewed the work done during the year on behalf of refugees.

According to the information at the disposal of the Nansen Office, there are at the present time scattered throughout the world 445,312 Russian refugees, 234,406 Armenian refugees, 15,237 Syrian and Assyro-Chaldean refugees, 3,334 refugees from the Saar and 275 Turkish refugees. These figures, however, do not include the thousands of refugees reported to exist in several European and North and South American countries.

The Nansen Office has representatives or correspondents in Austria, Belgium, Bulgaria, China, Czechoslovakia, Danzig, Estonia, Finland, France, Germany, Greece, Latvia, Lithuania, Rumania, Syria, Turkey and Yugoslavia who are daily called upon to assist refugees and their families in very many ways.

These services, which were given in more than 121,000 cases during last year, included, *inter alia* : help in obtaining Nansen passports or entry, exit and transit visas ; preparation and certification of many various kinds of documents ; legal assistance ; action on behalf of deported refugees ; intervention to secure exemption from taxation or to obtain employment ; casual advances to refugees to enable them to set up a small business ; help in securing exemption from restrictions on foreign labour ; naturalisation ; admission to hospitals, schools and other institutions, etc ; 7,609 refugees were able to secure employment and 437 heads of families were set up in small businesses of different kinds by means of advances averaging 200 Swiss francs.

In addition thousands of penniless or infirm refugees have been helped by the Office which has granted to organisations in different countries engaged in refugee work large donations amounting altogether to about 250,000 Swiss francs.

In May last a batch of 1,783 Armenian refugees selected out of a list of 7,000 who had applied to settle in Soviet Armenia, were transferred from France to Erivan, where the Armenian Soviet Government had made arrangements to give them work and lodging. This transfer was made in close collaboration with the French and Armenian Soviet authorities concerned and with the Armenian refugee organisations in France. The cost of assembling the refugees and conveying them to Batum was borne by the French Government, the Office and the Armenian refugee organisations in France. At the request of the Office, the League of Red Cross Societies and the French Red Cross undertook to give medical assistance to the refugees while they were being assembled in France and embarked at Marseilles.

The total number of refugees so far transferred by the Office to Erivan is 10,280 ; the previous transfers were made mainly from Greece and Bulgaria.

The Erivan Republic would be prepared to admit several thousand more Armenian refugees and find them employment if funds could be obtained abroad to pay for their transport to Erivan and accommodation in that city. The Office is closely considering this interesting possibility which would make it possible to accelerate the final solution of the problem of Armenian refugees, more particularly as regards some 10,000 Armenians who live in Greece and who are apparently anxious to settle in Erivan.

The Governing Body had, in joint agreement with the mandatory Power, decided to close down the work of settling Armenian refugees in Syria at the end of 1933. In view, however, of the precarious situation at that time of a certain number of Armenian refugees, the execution of this scheme was postponed until later. At the end of 1935 the Office had helped more than 30,000 refugees to settle in urban communities or agricultural colonies and had advanced altogether 11,355,132 French francs for this purpose.

There still remain, however, some 1,050 families at Aleppo and about 642 families at Beirut living in barracks which the authorities have ordered to be demolished. As about half of these families have not enough means to settle elsewhere, the Office has addressed an

* See Assembly Resolution, Annex, page 329.

urgent appeal to international and national organisations working on behalf of Armenia for the comparatively small amount of about 80,000 Swiss francs which, it is felt, would be enough to rescue these refugees from their pitiful situation. *L'Union de Bienfaisance Armenienne* has very generously responded to this appeal with an immediate promise of 175,000 French francs and a further contribution in prospect.

The Office has another important task to carry out in Syria: it must recover the advances of about 12,000,000 French francs made to refugees for their settlement and transfer the property titles to the refugees as and when they pay their debts. Under the liquidation scheme, the amounts thus repaid should either be refunded to the donors or earmarked for social welfare work on behalf of the refugees as requested by the donors. In view, however, of the critical position of the refugees in the Aleppo and Beirut camps, the Office has asked for the cost of their installation to be charged against the current year's refunds before any other use is made of the latter.

The problem of Russian refugees in Turkey which has been before the League Assembly for some fourteen years is now very near to final settlement. Formerly there were tens of thousands of these refugees, but by settling some of them in other countries, the Office reduced that figure to about 2,000 refugees who had decided to remain in Turkey where they had managed to find a livelihood. The Turkish Government, however, found it necessary to adopt legislation to protect national labour and, in consequence, the refugees left in Turkey were threatened with unemployment and its resultant hardships. Responding, however, to urgent appeals by the Office, the Turkish Government has generously agreed to naturalise most of these refugees, representing, along with their dependants, almost 1,800 persons, and has thus enabled them to resume their occupations. It made it a condition, however, that the 150 odd refugees not naturalised should be transferred by the Office to other countries.

The situation of the Saar refugees has given the Office very great concern, chiefly because of the total lack of funds for helping or settling them.

When the League, in the spring of 1935, invited the Nansen Office to take charge of the 4,000 odd refugees who left the Saar Territory during the plebiscite, the Office drew up three schemes for their settlement in America which were accepted by some hundreds of refugees.

For various reasons an appropriation made for this purpose by the French Government could not be utilised, but, thanks to the generosity of this Government, which had already spent about 9,000,000 French francs for the upkeep of these refugees in France, the Office still hopes to be able to settle in Paraguay about 200 families of Saar refugees.

* * *

After noting the work done by the Nansen Office on behalf of refugees, the Assembly proceeded to consider the results secured by the High Commissioner for Refugees coming from Germany.

These refugees are of two kinds: Jews from Germany who have had to leave their country because of the legislation passed against them and persons who have left Germany for political reasons.

According to the information at the High Commissioner's disposal, about 115,000 persons of German nationality have left the country since 1933. Nearly 100,000 of these are Jews. Some 30,000 Jews were able to leave Germany and go direct to Palestine or overseas countries. This class has not required the High Commissioner's help. The High Commissioner has had to deal with 70,000 Jews and 15,000 persons of other kinds. Nearly 60,000 have been helped to settle in their first country of refuge or in an overseas country.

Consequently, of the 25,000 persons left there are about 15,000 Jews who are in a precarious situation and need help.

It may be hoped that it will be possible to settle these Jews finally in the near future as a result of the joint action of their relief organisations and the League of Nations representative.

The situation of the other refugees, however, will still be rather serious, as there is no organisation with the necessary funds yet in existence to help them. About 2,000 people are estimated to be in this situation.

Apart from the material assistance given to refugees from Germany, attention should be drawn to the moral assistance given them by investing them with a legal status.* As a result of the efforts of the High Commissioner of the League of Nations, an Inter-Governmental Conference met at Geneva in July, 1936, and adopted a provisional agreement on the legal status of refugees from Germany. This agreement has already come into force in several countries. The High Commissioner is at present

* See Monthly Summary, Vol. XVI., No. 7, page 225.

considering the possibilities and conditions under which refugees from Germany can be given employment or found jobs.

* * *

After thus reviewing the work done on behalf of refugees the Assembly heard statements from the High Commissioner for German refugees and the temporary President of the Nansen International Office.

Sir Neill Malcolm emphasised that, if the League of Nations decided to continue its action on behalf of refugees from Germany, it should be sufficient to set up a limited organisation provided with a moderate budget. The principal task of the High Commissioner would be to extend the arrangement already concluded concerning the juridical protection of refugees, and secure its general adoption. He added that an Advisory Committee of representatives of private organisations concerned with assistance to refugees had been set up, but the Assembly was free to decide whether this Committee should be officially recognised.

Judge Hansson, on the other hand, emphasised the tragic situation of the refugees, and the disparity between the task which the Nansen Office had to accomplish and the financial resources at its disposal. The economic depression had reduced the sums which public charity gave to refuge work and Governmental assistance had also diminished for the same reason.

Judge Hansson was concerned to make it clear that the refugee problem would still continue even after the liquidation of the Nansen Office, which, it had been decided, should take place at the end of 1938. He pointed out the necessity for maintaining beyond that date the international protection of refugees. He drew the attention of the Committee to the position of the refugees from the Saar at present resident in France, and proposed that 200 families of Saar refugees should be sent to Paraguay. Judge Hansson expressed the view that the League of Nations had a responsibility for this category of refugees similar to that which it had assumed for the Assyrians of Iraq—a responsibility it had recognised by voting for the latter a sum of £86,000.

He also drew attention to the desirability of sending a mission of two persons—a man and a woman—to the Far East to study on the spot the very serious situation of the refugees of Russian origin in that area. In this connection he recalled the situation of refugee women in

China which had already been before the League of Nations on several occasions.

* * *

After a general discussion which revealed all the difficulties inherent in the problem, the Assembly unanimously agreed that the Nansen Office should be wound up at the end of 1938. It felt, however, that the Organisation provisionally set up by the Council to deal with refugees from Germany should be continued until that date so that the Assembly could then decide on the question as a whole.

It agreed that, whatever decision might be taken by the 1938 Assembly as regards the future action of the League on refugee questions, it would be necessary to promote agreement on the question of the international régime of protection for these two categories of refugees.

It recommended the Governments concerned to adopt the Convention of October 28th, 1933, relating to the international status of refugees, and the Provisional Arrangement of July 4th, 1936, concerning the status of refugees coming from Germany.

It also recommended that the Governments concerned should collaborate in concluding a convention for the protection of refugees coming from Germany. Lastly, it considered that the Assembly should, at the latest at its ordinary session in 1938, determine the general principles which, after that year, should govern the attitude of the League towards the refugee problem as a whole.

* * *

As regards refugees (Jewish and other) from Germany, the Assembly defined the High Commissioner's task. The High Commissioner should not embark on any initiative with regard to any scheme for establishment or colonisation without the agreement of the Government concerned. Again, any action by the High Commissioner on such a point should only be taken as a result of a request addressed to him by a private organisation. Further, the High Commissioner should only carry on negotiations with the Governments of the countries of refuge.

The Assembly gave consideration to the questions of the emigration and final settlement of refugees. It stressed the necessity for encouraging initiative on the part of private organisations, of supporting such initiative by negotiations with the countries of refuge, and of having definite plans studied on the spot, in conjunction with the Governments concerned, whenever this was required. It also emphasised

the necessity of maintaining contact with the various private organisations.

The Council approved the appointment of Sir Neill Malcolm and prolonged his mandate until December 31st, 1938, for the purpose of liquidating as far as possible the problem of refugees from Germany, as requested by the Assembly.*

As regards the Nansen International Office, the Assembly appointed M. Michael Hansson President of the Governing Body until December 31st, 1938. It instructed him to carry on the administration of the Office in accordance with the existing statute until it was wound up, and to organise the activities of the Office during the period of winding up with the help of the technical services of the League of Nations. It asked him to draw up, as soon as possible and not later than May or July, 1937, a detailed scheme for the liquidation of the Office, and submit, so that the Assembly could examine them at the ordinary session of 1938, recommendations on the best method of allocating the tasks undertaken by the Office up to the date of its liquidation.

It approved an additional grant of 200,000 Swiss francs to the Nansen Office for the purpose of facilitating the transfer and settlement in South America of Saar refugees residing in France. In this connection it made certain reservations and pointed out that League funds could not be employed for the settlement or assistance of refugees. It also made it clear that the League of Nations could accept no responsibility for the settlement or assistance of refugees, but that, because of the special position of this class of refugees, it would agree, as an exception, to make a grant which should in no case constitute a precedent.

It further recommended States Members to encourage, as far as circumstances permitted, the naturalisation and absorption of refugees in the countries where they are settled and to issue surcharged postage stamps to help the Nansen Office in its work.

It also asked Governments not to deport a refugee unless he had obtained a visa to enter another country, and to co-operate with the Office by informing it of possibilities of settlement in their territories. Finally, it asked Governments to consider the advantages of capitalising their expenditure on refugees and placing such funds at the disposal of the Nansen Office for the settlement of refugees.

The Governing Body of the Nansen International Office for Refugees held its fourteenth session at Geneva on October 21st. Before this session, there were meetings of the Mixed Committee (Managing Committee and Finance Committee).

The President, M. Hansson, reminded the Governing Body that the Assembly had confirmed its previous decision relating to the winding up of the Nansen Office by the end of 1938, and had instructed him to submit a detailed plan for this purpose. He therefore asked his colleagues to let him have any suggestions they thought advisable for the winding up of the Office and the future organisation of assistance to refugees, which, he thought must necessarily continue in some form or other until the problem of refugees under the Nansen Office was itself settled since it would be impossible for all international assistance to stop at the end of 1938. The President pointed out that while the League's decisions had in view the closing down of the Office at the end of 1938, the resolutions in question had fixed no time-limit for the political and legal protection of refugees, which he considered indispensable.

He remarked that the 1933 Convention, which guaranteed certain elementary rights to refugees had for some time been ratified by France, and that the United Kingdom and Belgium had officially notified their intention to ratify also. This would bring the total number of ratifications up to nine, not counting various countries who, while they had been unable to accede formally to the Convention, had, at the request of the Nansen Office, stated that they were in fact applying to refugees the principles of the Convention. He added that it was also very gratifying to observe that for some time past the number of unjustified expulsions had greatly diminished.

The President expressed his satisfaction that the League had voted a credit for Saar refugees which would enable the Nansen Office to go forward actively with work which he considered to be of great value. The Office would be able to continue immediately the transfer to Paraguay of some of these refugees living in France. A certain number were already established in Paraguay and were in general satisfied with their lot, as was shown by the first reports that had come in.

Among other questions on the agenda were problems connected with the settlement of Armenian refugees in Syria and the transfer of Armenian refugees to Soviet Armenia.

* See Monthly Summary, Vol. XVI., No. 1, page 25.

The Governing Body requested the President to undertake a journey to Syria to see what had been done so far and to take the necessary steps for an early completion of the settlement work made possible by two large contributions from Armenian organisations.

The Governing Body also noted the progress of work under the agreement concluded between the Turkish Government and the Nansen Office for the naturalisation of the greater part of the remaining Russian refugees in Turkey, provided that those to whom this was refused were evacuated. Of the first mentioned about five hundred and fifty had already been naturalised, and it was hoped that the remainder (about 1,150) would also receive naturalisation shortly. The President informed the Governing Body of the strenuous efforts that had been made to keep the Office's undertaking in regard to the evacuation of the one hundred and fifty refugees who had to leave Turkey, and, despite enormous difficulties, he hoped that the question would soon be settled.

4. ASSISTANCE TO INDIGENT FOREIGNERS.*

The question of assistance to indigent foreigners was again the subject of discussion in the Assembly.† The Assembly was gratified with the progress made since its last session in the study of this question. The Committee of Experts which had been asked to examine the problem drew up, at its meeting in January, 1936, a second draft multilateral convention which represents a compromise between the various tendencies exhibited by Governments when the first draft convention was submitted to them.

In accordance with a decision of the Council, the new draft has been communicated to Governments who have been asked to send in their observations to the Secretary-General by January 1st, 1937, at the latest. As most of these have not yet replied, the Assembly felt that it would be premature to think of summoning a diplomatic conference to conclude the multilateral convention proposed. It therefore requested the Council to decide whether or not it would be desirable to re-convene the Committee of Experts and also to take such other action as it thought necessary.

As regards the execution abroad of maintenance obligations the Assembly noted with satisfaction that the study made of this question by the International Institute for the Unification of Private Law at Rome was already in a fairly advanced stage.

5. PENAL AND PENITENTIARY QUESTIONS.‡

In 1934 the Assembly asked Governments to communicate to the League of Nations the results of their experience and their observations relating either to the application of the Standard Minimum Rules for the treatment of prisoners framed by the Penal and Penitentiary Commission, or to the reforms brought about in this field.

The information received this year, dealing with some twenty countries, has been studied by the Assembly. Various delegations also gave additional verbal information on the methods employed and the progress made in their countries in penal and penitentiary matters. Certain Governments also submitted suggestions regarding the improvement of the lot of prisoners.

The Assembly devoted particular attention this year to the proposals directed to reducing the number of prisoners by the introduction of measures such as the suspension of penalties, conditional release, the right to pay fines in instalments, the reduction of the maximum terms of imprisonment, etc.

It asked the International Penal and Penitentiary Commission to carry out an enquiry, if necessary with the assistance of the League Secretariat, into the number of prisoners over eighteen years of age in the different countries, and the steps taken in recent years to reduce the number of prisoners. The Assembly expressed the hope that Governments would be able to supply information before March 1st, 1937, and that the International Penal and Penitentiary Commission would be able to submit a report to the Secretary-General before July 1st, 1937.

It desired to thank the international technical organisations for their assistance.

6. INTERNATIONAL RELIEF UNION.§

The Assembly noted with satisfaction that the International Relief Union had continued during the past year to improve its methods of co-ordination for the administration of relief and the encouragement of research and preventive measures against disasters. It recognised the importance of the Union's efforts to enlarge the field of its activity by endeavouring to secure the co-operation of certain private organisations, and it expressed the hope that the Governments members of the Union would consider the possibility of intensifying its action by securing such appropriate co-operation.

* See Monthly Summary, Vol. XVI., No. 1, page 26.

† See Assembly Resolution, Annex, page 331.

‡ See Assembly Resolution, Annex, page 331.

§ See Assembly Resolution, Annex, page 332.

IX.—PROTECTION OF MINORITIES.

I. SETTLEMENT OF THE ASSYRIANS OF IRAQ *

The Council Committee for the Settlement of the Assyrians of Iraq recommended that the sums promised last year for the execution of the Ghab scheme, while available in their entirety if the Council approves any new settlement plan, should continue to be supplied to the extent of the present limited requirements. The Council referred this recommendation to the Assembly and the Fourth Committee decided to ask the Supervisory Commission to examine it.

The Supervisory Commission noted the United Kingdom Government's willingness to accede to the Council Committee's request, and considered that there were good reasons to suppose that the Iraqi Government would adopt the same attitude. It did not think it possible to refuse any credit on behalf of the League for work which, despite the breakdown of the Ghab plan, was still proceeding.

In the Commission's opinion the payments

of the League's subsidy, should, for the present limited requirements in connection with the Assyrian settlement, be confined to a part of the sum needed to meet the present needs, and the amount of this contribution should be fixed according to the percentage represented by the total subsidy of the League in relation to the other contributions promised for this purpose.

The Supervisory Commission also recommended that the League's subsidy should be regarded as granted in principle for the new settlement plan which the Council Committee had been asked to prepare.

The Assembly adopted on October 10th the Supervisory Commission's recommendations.

2. COMPOSITION OF THE COMMITTEE FOR THE SETTLEMENT OF THE ASSYRIANS OF IRAQ.

On October 8th the Council appointed Latvia to replace Denmark on the Committee for the Settlement of the Assyrians of Iraq.†

X.—COMMISSION OF INQUIRY FOR EUROPEAN UNION ‡

By a resolution of October 10th, the Assembly renewed for another year the mandate of the

Commission of Inquiry for European Union, which had been unable to meet during the past year.

XI.—BUDGET QUESTIONS.§

This year's meeting of the Fourth Committee, which is responsible for framing the budget, was dominated by two factors—the existence of a sound financial situation on the one hand and the devaluation of different currencies on the other.

1. FINANCIAL SITUATION.

The outstanding feature of the League's finances was the surplus for the financial period 1935 of 9,034,280 francs. To this should be added a sum of 1,205,000 francs transferred to the Reserve Fund and Guarantee Fund established under decisions of the Assembly. This surplus, of which 8,780,551 francs represents the payment of contributions for financial periods previous to 1935, was the result of the improvements realised in the finances of the League as a consequence of the work done by the Committee on Contributions in Arrears.

* See Monthly Summary, Vol. XVI., No. 9, page 276.

† See Monthly Summary, Vol. XV., No. 9, page 228.

‡ See Assembly Resolution, Annex, page 334.

§ See Assembly Resolution, Annex, page 334.

The following figures show the improvement in the revenue received both in respect of the present financial period and of previous financial periods: in 1935, 88.27% of the contributions for the current period were received as compared with 71.97% in 1934, while the payments in respect of arrears amounted to 24.72% as compared with 21.55% in 1934. The total receipts represent 113% of the 1935 budget as compared with 93.52% in 1934. Expenditure, on the other hand, was 83.52% of the estimates as compared with 80.93% in 1934. The position in 1936 has continued to be satisfactory. Contributions received up to August 31st represent 75% of the budget. There is, accordingly, every ground for expecting that the financial period 1936 will close without a deficit.

2. BUDGET OF THE LEAGUE OF NATIONS.

The total contribution payable by members of the League has been reduced from 33,687,994 gold francs in 1932 to 28,279,901 gold francs in 1936. In the form in which the budget was presented to the Assembly, the corresponding

figure was 28,729,497 gold francs, an increase of 449,596 gold francs as compared with 1936, but a reduction of 14% as compared with 1932.

In consequence of the devaluation of the Swiss and Netherlands currencies, the Supervisory Commission was requested to examine the effects which this occurrence might have on the finances of the League of Nations.

The Supervisory Commission considered that it was still too early to submit to the Assembly a report dealing with the problem in its full scope. It proposes to study this question at its forthcoming sessions.

Meanwhile, the Supervisory Commission made certain proposals which the Fourth Committee, and then the Assembly, ratified.

The Commission felt that no change should for the moment be made in the rule regarding payments in gold francs. As regards contributions in arrears, any modification of this rule would represent a further surrender by the League of Nations which would be quite unjustified after the reductions which had been made by the Committee on Contributions in Arrears. As regards the contributions for 1936 there could also be no hesitation. To abandon the gold franc in the course of the year would constitute an injustice towards the States Members which had paid contributions before the last quarter of the year.

As regards the contributions still to be paid for the 1936 financial period, the profits arising out of the application of this system will be paid to a special account on the disposal of which the Supervisory Commission will submit a report to the 1937 Assembly.

This point disposed of, the Supervisory Commission gave its attention to the question of the amount to be allocated among States for 1937. It suggested that the various expenditure budgets should be adopted in the form in which they had been drawn up in Swiss francs and in florins before the devaluation, and that a suitable reduction should be made in the total income budget the monetary unit of which would continue to be the gold franc. It fixed this coefficient of reduction at 20%. The sum corresponding to the difference between the proportion of 20% and the payments to the various organisations of the League of Nations which will be made in Swiss francs and in florins, that is to say, between the 20% in question and the actual devaluation of the Swiss franc and the florin, will be paid to a special fund which will be under the direct control of the Supervisory Commission. Out of this fund the Supervisory Commission could, at the

request of the competent officials, authorise withdrawals to supply items of the budget which might prove to be inadequate owing to the new situation. At the end of the financial year, the balance of the special account would be refunded to the States members in the manner which the Supervisory Commission will propose to the Assembly.

The budget for 1937 can therefore be summarised as follows: *Expenditure*—29,184,128 Swiss francs, including 444,631 francs for supplementary credits voted by the Assembly, and *Income*—the same amount in gold francs decreased by 20% or 23,347,302 gold francs, the balance of the special account would be less the refund of 2,062,479.70 from the 1935 surplus or a total amount of 21,284,822.30 gold francs to be allocated among the members of the League in accordance with the new scale fixed by the Committee on Allocation of Expenses.

The Assembly decided to transfer from the 1935 surplus 4,500,000 gold francs to the Reserve Fund and to earmark 1,200,000 gold francs for the Guarantee Fund.

3. ORGANISATION OF THE SECRETARIAT.

Various questions relating to personnel (appointments to the posts of principal officers, representation of different nationalities on the Secretariat and temporary collaborators) came up for consideration by the Fourth Committee.

The grant made since 1923 to the International Health Organisation by the Rockefeller Foundation will come to an end on December 31st, 1937. The question arises whether the League of Nations should take the place of the Foundation from the beginning of 1938 with a view to the continuance of the work hitherto financed outside the budget. There is no obligation on the League to take over this new expenditure, since the acceptance of the grants in question was subject to their not involving any charge on the Members of the League. On the other hand, the work so auspiciously undertaken could probably be continued within the limits of the maximum of one million francs fixed for the total expenditure of the Health Organisation by the 1926 Assembly. Without prejudging, therefore, the decision of the 1937 Assembly as to the figure of the Organisation's budget for 1938, the Committee agreed that the Supervisory Commission should consider with the Secretary-General what proportion of any additional credit could be assigned to an increase in the establishment and to the other requirements of the Organisation.

4. INTERNATIONAL LABOUR ORGANISATION.

In regard to the recruitment of staff, the Director stated that there had been twenty-seven vacancies at the Office during the last four years, nineteen of which had been filled by the appointment of nationals of nineteen different countries very inadequately represented in the International Labour Office. When vacancies occur, the Administration always endeavours to apply a system of rotation which has proved highly satisfactory for the proper working of the Office.

5. PERMANENT COURT OF INTERNATIONAL JUSTICE.

The effect of the entry into force of the revised Statute of the Court has been to alter to some extent the form in which the Court's budget is presented.

6. CONTRIBUTIONS IN ARREAR.*

The Assembly approved the arrangements made by the Committee on Contributions in Arrear on its work since the last ordinary session of the Assembly. The report included two new arrangements for settlement of debt from Colombia and Liberia, and proposals for the adjustment of arrangements already approved by the 1935 Assembly in the case of Bolivia, Bulgaria and Peru. The recommendations of the Committee involved the cancellation of contributions to the amount of 827,346 gold francs and provided for the payment, by instalments, of 521,075 gold francs.

Other arrears, in respect of which no settlement had been reached amounted, on the date of publication of the report (Sept. 11th, 1936) to 1,325,895 francs due by the following States: Dominican Republic, Guatemala, Nicaragua, Paraguay, Salvador (arrears covering more than one year); Albania,† Ethiopia, Honduras, Poland,‡ Rumania† (arrears for one year only).

The Assembly also decided that the cancellation clause adopted by the 1935 Assembly should become operative on January 1st, 1937. The clause in question was to the effect that where a State which had made an arrangement for the settlement of its debt failed to pay, in full, in the year for which it was due, either the annual instalment prescribed under the arrangement or its ordinary contribution, then the arrangement should be automatically cancelled and the total debt revived.

While considering that the position as regards arrears of contributions has greatly improved,

* See Assembly Resolution, Annex, page 335.

† These States paid their arrears in full after the publication of the report.

the Assembly felt that it was nevertheless necessary to maintain a vigilant attitude, not only with regard to arrears, but to the collection of current contributions.

Consequently, it appointed a special Committee on Contributions, consisting of the following members, to deal with all matters that may arise in connection with the collection of contributions: Count Carton de Wiart (Belgium), Sir Frederick Phillips (United Kingdom), M. C. J. Hambro (Norway), M. Stefan Osusky (Czechoslovakia), and M. A. Guani (Uruguay).

7. ALLOCATION OF EXPENSES.‡

The Committee on Allocation of Expenses, appointed by the 1935 Assembly with instructions to recommend a scale of allocation of expenses for 1937, had drawn up a report in May.

Its mandate, which then expired, was renewed by the Fourth Committee during the Assembly. The Committee on Allocation of Expenses has had an opportunity to reconsider its recommendations in the light of the present situation and to hear certain member States for which increases were proposed in the May report.

At the conclusion of the 1935 Assembly, all countries which felt that their contributions should be modified had been asked to make representations to the Committee, but it was clearly impossible for the latter to give a special warning to countries whose contributions might be increased, since the Committee had come to no decision at that time. The re-appointment of the Committee during the Assembly has given an opportunity to any State which might have felt dissatisfied, either because an increase in contribution was proposed or because no reduction was proposed or because the reduction proposed was thought insufficient, to approach the Committee on the matter.

A voluntary offer by the United Kingdom Government to increase its contribution temporarily by 3 units went far to facilitate the Committee's task. The United Kingdom representative explained that the offer had been made because the United Kingdom had reached a more advanced stage of recovery from the economic depression than had certain other Powers paying relatively large contributions.

After hearing the States affected, the Committee proposed to increase the contributions of certain States by allotting a certain number of supplementary units, as follows: U.S.S.R. 15, United Kingdom 3, Austria 2, Portugal 2,

‡ See Assembly Resolution, Annex, page 336.

France 1, Netherlands 1, Belgium 1, Sweden 1, South Africa 1, and by relieving certain other States of a certain number of units, as follows: Argentine Republic 6, India 6, Czechoslovakia 4, Peru 4, Australia 4, New Zealand 2, Bolivia 2, Rumania 1, Yugoslavia 1, Chile 1, Cuba 1, Bulgaria 1, Uruguay 1, Venezuela 1.

8. MEMBERSHIP OF THE SUPERVISORY COMMISSION.*

The Assembly decided to suspend the application of paragraphs 2 and 3 of the Financial Regulations, so as to keep the present membership of the Commission in office until the end of 1937, while at the same time adding another new member. At a time when the Supervisory Commission has still to consider the various financial questions which may arise in connection with the new buildings, which are expected to be finished in 1937, the Assembly felt that it should keep the whole Commission in Office to enable it to discharge the duties entrusted to it in 1930.

Since, however, it was anxious that, while maintaining the principle of the periodical renewal of the Commission, the continuity of its work should be ensured, the Assembly appointed a committee of three members: M. Holma (Finland), Mr. Morrison (United Kingdom) and M. Rappard (Switzerland), to consider what amendments might be required in Article 1 of the Financial Regulations.

9. STAFF PENSIONS FUND.

The Assembly and the Fourth Committee considered the question of the Staff Pensions

* See Assembly Resolution, Annex, page 336.

Fund, the position of which has been considerably altered by the devaluation of the Swiss franc. If the assets of the Fund were realised now, it would be in a sound financial position. The Assembly, however, felt that as the outlook for the future was still so uncertain, the greatest prudence was necessary in the matter of investment. It considered that a procedure for investing the assets of the Fund should be adopted whereby wider powers than they at present possess should be given to the Supervisory Commission and the Secretary-General. A system should be adopted under which the funds available could be invested by the Treasurer rapidly and securely on the advice of the highly competent financial advisers.

The Assembly then appointed the Administrative Board of the Staff Pensions Fund for the period ending December 31st, 1939. The following were appointed regular members: Professor W. Rappard (Switzerland); Mr. Francis T. Cremens (Irish Free State); Professor Harold Cramer (Sweden), and the following as substitute members: M. Jan de Modzelewski (Poland); M. C. Parra-Perez (Venezuela); M. C. van Rappard (Netherlands).

10. COMPOSITION OF THE ADMINISTRATIVE TRIBUNAL.

On October 2nd the Council, on the motion of M. Sadak, representative of Turkey, rapporteur, re-elected for a period of three years M. Eide and M. Vezensky, respectively judge and deputy judge on the Administrative Tribunal of the League, whose terms of office expire at the end of 1936.

PERMANENT COURT OF INTERNATIONAL JUSTICE*

I. COMPOSITION OF THE COURT.

On October 8th, 1936, Mr. Manley O. Hudson (United States of America), M. Hammarskjöld (Sweden) and Dr. Cheng Tien-Hsi (China) were elected members of the Court by the Council and Assembly of the League of Nations to fill the vacancies caused by the death of Professor Schücking (Germany) and the resignation of Mr. Frank B. Kellogg (United States of America) and of Mr. Wang Chung-Hui (China). Mr. Hudson, M. Hammarskjöld and Dr. Cheng have all accepted appointment.

Mr. Hudson, who was born in 1886, was Professor of Law at the University of Missouri from 1910 to 1919 and at Harvard University from 1919 onwards. He was attached to the American Commission for the peace negotiations in Paris (1919) and, at the Peace Conference in Paris, he was a member of the Commission on Ports, Waterways and Railways, the Commission on new States and Minorities and of other Commissions. He has been legal adviser to several international conferences including the Labour Conferences at Washington and Geneva. He has been Vice-President of the American Society of International Law since 1932, and a member of the Permanent Court of Arbitration since 1933.

M. Hammarskjöld, who was born in 1893, is a Doctor of Law, *honoris causa*, of the Universities of Berne and Stockholm. He entered the Swedish diplomatic service in 1917 and was appointed Counsellor of Legation in 1923 and Minister Plenipotentiary in 1930. He became a member of section in the Secretariat of the League of Nations in 1920, and was a member of the legal secretariat of the Committee of Jurists appointed to prepare the Statute of the Permanent Court of International Justice. He was secretary of the Germano-Danish commission of inquiry in the Igotz-Mendi case in 1918 and secretary of the Anglo-Spanish Commission of Inquiry appointed to investigate certain claims of Great Britain in the Spanish zone of Morocco in 1924. He was Registrar of the Court from 1922 until October, 1936. He is a member of the Institute of International Law and of the permanent conciliation commissions between the United States of America and Switzerland and between Denmark and Turkey.

Dr. Cheng was born in 1884; he graduated in law at the University of London, is a Doctor of Laws of the same University and was called to the English Bar in 1913. He was a judge of the Supreme Court at Peking and, from 1931 to 1934, vice-Minister of Justice and, for some time, Minister of Justice in Nanking. Since then he has been adviser to the Ministries of Foreign Affairs and of Justice in Nanking. In 1935 he was appointed delegate to the International Congress on Penal Matters, held in Berlin, and the International Congress on the Unification of Penal Law held in Copenhagen. He is an honorary member of the Grotius Society and a member of the International Law Association.

At the public hearing held by the Court on October 26th, 1936, in the Pajzs, Csáky, Esterházy case, the President of the Court, after paying tribute to the memory of Baron Rolin Jacquemyns (Belgium), a member of the Court, who died in July, 1936, stated that Dr. Cheng Tien-Hsi was absent as he had been unable, owing to the length of the journey involved, to reach The Hague in time to take part in the hearing of the case before the Court, and welcomed Mr. Hudson and M. Hammarskjöld. The latter then made the prescribed solemn declaration and were declared duly installed as members of the Court.

2. THE PAJZS, CSÁKY, ESTERHÁZY CASE.† (HUNGARY-YUGOSLAVIA).

The oral proceedings in the Pajzs, Csáky, Esterházy case opened on October 26th, 1936. All the members of the Court were on the Bench, with the exception of M. Urrutia (Colombia), absent on regular leave, and—as already indicated—Dr. Cheng Tien-Hsi (China).

M. de Tomcsanyi (Hungary) and M. Zoričić (Yugoslavia), appointed respectively by the Hungarian Government and the Yugoslav Government to sit as judges under Article 31 of the Statute, also sat on the Bench. MM. de Tomcsanyi and Zoričić had already made their solemn declaration at the first of the hearings devoted to the preliminary objection in the Pajzs, Csáky, Esterházy case (April, 1936).

At the public sittings held by the Court from October 26th to October 31st, the Agent for the Hungarian Government presented the case for his Government.

* This chapter has been compiled on the basis of information furnished by the Registry of the Court.

† See Monthly Summary, Vol. XVI., No. 9, page 282.

3. THE LOSINGER & CO. CASE.*

(SWITZERLAND-YUGOSLAVIA).

In a letter dated October 1st, 1936, the Agent for the Swiss Government asked that the time limit for filing the Swiss Reply which expired on October 15th should once more be extended, in this case until December 1st, 1936. As in the case of his first request for extension, the Agent based this request upon the negotiations which are in progress with a view to a compromise between the parties and which are proceeding satisfactorily although a definite agreement has not yet been reached.

By an Order made on October 6th, 1936, the President of the Court granted this request.

4. LIGHTHOUSES IN CRETE AND SAMOS.

(FRANCE-GREECE).

On October 27th, 1936, the Permanent Court of International Justice was notified by the French Minister at the Hague of an agreement between the French and Greek Governments

* See Monthly Summary, Vol. XVI., No. 8, page 247.

to request the Court, having regard to the period at which the territories specified below were detached from the Ottoman Empire, to give its decision upon the following question :

" Whether the contract concluded on April 1-14th, 1913, between the French firm Collas & Michel, known as the 'Administration générale des Phares de l'Empire Ottoman,' and the Ottoman Government, extending from September 4th, 1924, to September 4th, 1949, concession contracts granted to the said firm, was duly entered into and is accordingly operative as regards the Greek Government in so far as concerns lighthouses situated in the territories of Crete, including the adjacent islands, and of Samos, which were assigned to that Government after the Balkan wars."

This question is regarded by the two Governments as accessory to the question which they submitted to the Court in 1933, and which was the subject of the judgment rendered by the Court on March 17th, 1934 (the Lighthouses case between France and Greece).

The French Government has appointed as its agent for this case M. Basdevant, Legal Adviser to the French Ministry for Foreign Affairs.

ANNEX.

Resolutions of the Assembly.

I. Legal and Constitutional Questions.

1. APPLICATION OF THE PRINCIPLES OF THE COVENANT.

- (a) *Appointment of a Special Main Committee for the Question of the Application of the Principles of the Covenant of the League of Nations and Problems connected therewith.*

The Assembly,

Acting upon the recommendation adopted by the Assembly on July 4th, 1936 ;

Having regard to the replies of the Governments of the Members of the League to the invitation extended to them in pursuance of that recommendation ;

Having regard to the statements that have been made concerning the application of the principles of the Covenant during the general discussion ;

Considering that among the problems which arise out of the question of the application of the principles of the Covenant, and which must therefore be covered by the enquiry into that subject, mention should be made of the problem, already considered by the League, of harmonising or co-ordinating the Covenant with other treaties of a universal tendency aiming at the pacific settlement of international disputes—that is to say, the Treaty for the Renunciation of War, signed at Paris on August 27th, 1928, and the Treaty of Non-Aggression and Conciliation, signed at Rio de Janeiro on October 10th, 1933, on the initiative of the Argentine Republic, which treaties fall within the scope of Article 21 of the Covenant and, like the Covenant, are designed to ensure the maintenance of peace ;

Considering that another problem already envisaged by the League of Nations is also connected with the question of the application of the principles of the Covenant—namely, the prohibition, in virtue of the provisions of the Covenant, of the supply of arms and war material to belligerents—a problem the study of which was entrusted by the Council to a Special Committee, which suspended its work owing to the fact that the Assembly was also dealing with the question of the application of the principles of the Covenant :

Decides to set up a Special Main Committee of the kind provided for in Rule 14 of the Rules of Procedure for the question of the application of the principles of the Covenant and all problems connected therewith, the Committee to report to the Assembly and submit its recommendations to the latter on the manner in which the study of these problems should be pursued.

- (b) *Application of the Principles of the Covenant of the League of Nations and Problems connected therewith.*

The Assembly,

Recalling its recommendation of July 4th, 1936, and its resolution adopted on October 8th, 1936.

Adopts the foregoing report ; and

Decides to set up the committee proposed in this report to study all the proposals which have been, or may be, made by Governments regarding the application of the principles of the Covenant and the problems connected therewith.

On the basis of this study, the committee will prepare a report, as soon as possible, indicating the definite provisions, the adoption of which it recommends with a view to giving practical effect to the above-mentioned recommendation of July 4th, 1936.

This report shall be submitted to the Governments of the States Members of the League of Nations to serve as a basis for the decisions to be taken in this matter.

The committee shall be authorised to propose a special session of the Assembly, should it consider it advisable to do so.

2. COMPOSITION OF THE COUNCIL: PROVISIONAL CREATION OF TWO NEW NON-PERMANENT SEATS.

The Assembly,

Having considered the report of the Committee appointed to study the composition of the Council :

Approves the recommendation of the Committee for the provisional creation of two new non-permanent seats on the Council and, accordingly, declares that it is desirable that, for the period commencing with the election of the non-permanent Members of the Council at the Assembly's session of 1936, and ending with the election of the said non-permanent Members in the year 1939, the number of non-permanent seats on the Council should be provisionally increased to eleven ;

And considering that, in the opinion of the Committee appointed to study the composition of the Council, with which the Assembly agrees, " it would be undesirable that a definitive solution



of the problems connected with the composition of the Council should be postponed longer than is necessary ” :

Recommends that, so soon as circumstances permit, the Council will appoint and convene a small committee of experts to draw up proposals on the subject.

The Assembly instructs the Secretary-General to bring this resolution to the attention of the Council.

3. PERMANENT COURT OF INTERNATIONAL JUSTICE.

- (i) *Method of Election to the Three Seats vacated by M. Walther Schucking, M. Frank B. Kellogg and M. Wang Chung-Hui.*
- (ii) *Participation in the Election of the Judges of a State which is not a Member of the League but is a Party to the Statute of the Court.*

I.

The Assembly, in agreement with the proposal of the Council, decides as follows :

The two seats vacated through the death of M. Schucking and the resignation of Mr. Kellogg shall be filled by an election by *scrutin de liste*, at which the candidates nominated for those seats shall alone be eligible, and there shall be a separate election to fill the seat vacated by M. Wang, at which only the candidates nominated for that seat shall be eligible.

II.

The Assembly,

Having regard to the provisions of the third paragraph of Article 4 of the revised Statute of the Permanent Court of International Justice ;

Having regard to the proposal of the Council :

Decides that :

(1) If a State which is not a Member of the League but is a party to the Statute of the Court notifies the Secretary-General of its desire to participate in the election of members of the Court, such State shall *ipso facto* be admitted to vote in the Assembly ;

(2) At any election of members of the Court which may take place before January 1st, 1940, Germany, Brazil and Japan, being States which are not Members of the League but are parties to the Statute of the Court, if they notify their desire to do so to the Secretary-General, shall, as a provisional measure and without prejudging any question of principle, also be admitted to vote in the Council ;

(3) The Secretary-General is instructed to take the necessary measures to allow States which, though parties to the Statute of the Court, are not Members of the League of Nations to participate in the elections.

4. RULES OF PROCEDURE OF THE ASSEMBLY.

I.

The Assembly decides that the rule relating to the convening of the Finance (Fourth) Committee, established as an experiment by the Assembly's resolution of October 11th, 1933, shall be maintained for the session of 1937—namely :

“ The President of the Council, after consulting the Chairman of the Supervisory Commission, may convene the Finance Committee for a date preceding by not more than one week the first meeting of the ordinary session of the Assembly. The Committee shall be composed of the representatives accredited for the purpose by the Members of the League. It shall appoint its Chairman, who shall thereby become a member of the General Committee of the Assembly under the terms of Rule 7 of the Rules of Procedure. The establishment of the Committee shall be reported to the Assembly at the first plenary meeting of the Assembly.”

II.

The Assembly decides to amend its Rules of Procedure as follows :

(1) Paragraph 3 of Rule 5 is amended to read as follows :

“ 3. A Committee of nine members for the examination of the full powers shall be elected by the Assembly on the proposal of the President. The Committee shall appoint its own Chairman and Vice-Chairman. It shall report without delay.”

(2) Paragraph 1 of Rule 7 is amended to read as follows :

“ 1. The General Committee of the Assembly shall consist of the President of the Assembly, eight Vice-Presidents and the Chairmen of the main Committees of the Assembly, the Agenda Committee and the Committee for the examination of the full powers.

“ The Assembly may decide to add to the General Committee the Chairmen of other Assembly Committees and, in exceptional cases, other members.”

Paragraphs 2, 3 and 4 remain unchanged.

(3) A new rule, numbered 7(a), is inserted, reading as follows :

" 1. An Agenda Committee shall be set up at the beginning of each session. It shall consist of seven members, who shall be appointed by the Assembly on the nomination of the President.

" 2. The Committee shall elect its own Chairman and Vice-Chairman.

" 3. The Committee shall consider applications for the inclusion of new questions in the agenda of the Assembly, and shall report to the Assembly thereon.

" 4. Proposals for the mere reference to one of the main Committees of portions of the Report on the Work of the League shall be decided upon by the Assembly without previous reference to the Agenda Committee."

III.

The Assembly adopts as an experiment the following procedure which, unless otherwise decided in the interval, shall have effect down to the termination of the ordinary session of 1939 :

" Rule 7 (b)

" 1. At the commencement of each session, the Assembly shall appoint a committee of eleven members whose duty shall be to nominate candidates for functions which carry with them a seat on the General Committee.

" 2. The provisional President of the Assembly shall submit proposals to it regarding the composition of this Committee.

" 3. The Members of the Assembly and the Committees shall retain the right to vote for persons other than those proposed by the above-mentioned Committee."

5. CONSTITUTION, PROCEDURE AND PRACTICE OF THE COMMITTEES OF THE LEAGUE OF NATIONS.

I.

The Assembly approves the new statutes of the Health Organisation approved by the Council at its meeting on September 26th, 1936.

II.

Whereas the Council noted, in the report of September 26th, 1936, concerning the framing of new statutes for the Communications and Transit Organisation, that the situation referred to in the Special Committee's report makes it impossible to follow in every respect the guiding principles contained in the Assembly resolution of September 28th, 1935 ;

Being desirous, however, that the new statutes of the Organisation should, as far as possible, be based on the guiding principles mentioned above :

The Assembly agrees with the suggestion contained in the report adopted by the Council on September 26th, 1936.

It therefore requests the Council to convene a further meeting of the Special Committee, which should be asked to undertake a general re-examination of the statutes of the Organisation for Communications and Transit and to submit its proposals to the Council through the agency of the Rapporteur to the Council.

It empowers the Council to draw up and approve on its behalf the new statutes of the Organisation after examining the preliminary draft prepared by the Committee.

6. CONVENTION ON NATIONALITY SIGNED ON DECEMBER 26TH, 1933, AT THE SEVENTH INTERNATIONAL CONFERENCE OF AMERICAN STATES.

The Assembly,

Having examined the item of its agenda which relates to the Convention on Nationality signed on December 26th, 1933, at the Conference of American States at Montevideo ;

Being conscious of the importance for many States of the question of naturalisation in the relations of States with one another :

Calls the attention of the Members of the League of Nations to the fact that the Convention of Montevideo is open to accession by all States.

II. Political Questions.

INTERNATIONAL REPRESSION OF TERRORISM

The Assembly,

Having taken cognisance of the second report of the Committee for the International Repression of Terrorism and of the two draft Conventions annexed thereto ;

Recognising the utility for the consolidation of peace of the conclusion of a convention for the prevention and punishment of terrorism ;

Considering, however, that the replies of the Governments regarding the draft drawn up by the Committee and the discussions in the First Committee have shown that certain Governments feel doubts which it is desirable to remove :

Expresses the view that the contemplated convention, founding itself upon the principle that it is the duty of every State to abstain from any intervention in the political life of a foreign State, should have as its principal objects :

(1) To prohibit any form of preparation or execution of terrorist outrages upon the life or liberty of persons taking part in the work of foreign public authorities and services ;

(2) To ensure the effective prevention of such outrages and, in particular, to establish collaboration to facilitate early discovery of preparations for such outrages ;

(3) To ensure punishment of outrages of a terrorist character in the strict sense of the word which have an international character either in virtue of the place in which preparations for them were made or the place in which they were carried out, or in virtue of the nationality of those participating in them or their victims ;

Notes that certain Governments have disputed the advisability of creating an international criminal court, but that the trial of persons guilty of such outrages by such a court is felt by other Governments to constitute an alternative which, in certain cases, would be preferable to extradition or to prosecution, and that on this ground the second convention has been regarded by the latter Governments as valuable, even if it is not capable of securing general acceptance ;

Recommends that the Committee revise its conclusions regarding its two drafts in the light of the observations to be found in the Governments' replies or formulated in the course of the debates, in order that the Council may convene a diplomatic conference in 1937.

III. Reduction and Limitation of Armaments.

The Assembly,

Firmly convinced of the need of pursuing and accelerating the efforts made to bring about the reduction and limitation of armaments provided for in Article 8 of the Covenant :

Welcomes the action initiated by the French Government with a view to the early convocation at the most opportune date of the Bureau of the Conference for the Reduction and Limitation of Armaments, and

Requests the Council to communicate to the Bureau and to the Governments of the countries represented on the Conference the present report and the Minutes of the Third Committee's discussions.

IV. Administrative Questions.

MANDATES.

The Assembly,

Having noted the activity of the mandatory Powers, the Permanent Mandates Commission and the Council concerning the application of the principles laid down in Article 22 of the Covenant and in the texts of the mandates :

(a) Renews to them the expression of confidence voted by previous sessions of the Assembly, and pays a tribute to the results they have achieved thanks to a close and frank co-operation which it is essential to maintain ;

(b) Expresses its profound regret at the disturbances which have been going on in Palestine since April, 1936, hopes that order will be promptly restored, and has full confidence in the impartiality of the enquiry instituted by the mandatory Power ;

(c) Expresses its appreciation of the efforts of the mandatory Power with a view to bringing forth the emancipation of Syria and Lebanon, has full confidence in its action to that effect, and hopes that the questions connected with the problem of emancipation will be equitably settled.

V. Technical Organisations.

I. ECONOMIC AND FINANCIAL QUESTIONS.

I.

The Assembly,

Noting with satisfaction the joint declaration issued by the Governments of France, the United States of America and the United Kingdom on September 26th, 1936, and the adhesions thereto immediately given by several States ;

Recognising that this declaration harmonises with the recommendations made by the Economic Committee of the League of Nations in its recent Report on the Present Phase of International Economic Relations ;

Considering that a concordant policy designed to re-establish a durable equilibrium between the economies of the various countries, to lay more solid foundations for the stability of economic relations and to promote international trade would effectively contribute to the consolidation of peace, the restoration of international order, the growth of world prosperity and the improvement of the standard of living of peoples :

Affirms the general desire of the States Members of the League to pursue the realisation of these objects and invites all States, whether Members of the League or not, to co-operate fully to that end ;

Urgently recommends all States, as an essential condition of final success, to organise without any delay determined and continuous action to ensure the application of the policy indicated above, to reduce excessive obstacles to international trade and communications, and in particular to relax and, as soon as possible, to abolish the present systems of quotas and exchange controls.

II.

The Assembly,

Considering that the time has now arrived when discussion of and enquiry into the question of equal commercial access for all nations to certain raw materials might usefully be undertaken with the collaboration of the principal States, whether Members or non-members of the League, having a special interest in the matter :

Decides to request the Council, when it thinks fit, to appoint a Committee composed, in suitable proportions, of members of the Economic and Financial Committees of the League of Nations together with other qualified persons, irrespective of nationality, to undertake the study of this question and report thereupon ;

Recognises that the choice of the raw materials to be considered should be at the discretion of the body thus appointed ;

Believes that the participation in the work of the Committee of nationals of the non-member as well as Member States specially interested would be desirable ;

Suggests that the Council should give attention to this consideration in reaching its decision ;

And instructs the Secretary-General to communicate the present resolution to the Governments of non-member States.

III.

The Assembly,

Considering that efforts to reduce the obstacles to the international circulation of capital must not have the effect of increasing fiscal fraud ;

Being of opinion that double taxation is both one of the causes of fiscal fraud and at the same time a serious obstacle to the development of international economic and financial relations ;

And holding that only concerted action based on specific agreements for international co-operation can ensure the accurate assessment and equitable allocation of taxes :

Requests the Fiscal Committee to pursue vigorously its work for the avoidance of double taxation as far as possible, and also its work on the subject of international fiscal assistance, in order to promote practical arrangements calculated as far as possible to put down fiscal fraud.

IV.

Whereas the development of international intercourse must necessarily be hampered unless it takes place simultaneously in every sphere—that is to say, not merely in the international trade in goods, but also in the circulation of capital and the movement of men ;

And whereas migration is at present at a standstill ;

The Assembly :

Notes with satisfaction that a Migration Commission, set up in the International Labour Organisation, has been convened for November to consider certain aspects of this serious question ;

Expresses its confidence that this Commission and the International Labour Office will frame practical suggestions capable of being immediately put into effect and thus contributing to the settlement of the economic and social difficulties already mentioned ;

Requests the Council to follow the work of the said Conference and to remain in touch in this connection with the International Labour Organisation, so that the appropriate organs of the League of Nations may, should occasion arise, contribute to that work ;

And decides to place the question of emigration on the agenda of its next ordinary session.

2. WORK OF THE HEALTH ORGANISATION.

I.

The Assembly,

Recognising the value of the Health Organisation's studies in the field of urban and rural housing :

Considers it would be advisable to extend the scope of these studies so that the various aspects of the problem may be studied as a whole ;

Requests the Council to invite the Economic, Financial and Health Committees and the International Labour Office to establish a suitable collaboration with a view to submitting to the next ordinary Assembly a general report on the question. This report would take into account the documentation already in the Health Organisation's possession and might contain proposals in regard to further studies.

II.

The Assembly,

Having examined the proposal submitted by the delegations of the Argentine, Bolivia, Chile, Colombia, Cuba, Dominican Republic, Ecuador, Haiti, Mexico, the Netherlands, Panama, Peru, Spain, Uruguay and Venezuela to the effect that a Conference on Rural Hygiene should be summoned for American countries :

Considers that, in view of the universal character of the technical activities of the League of Nations, it would be advisable to give effect to this proposal ; and

Requests the Council to examine, with the assistance of the competent technical organisations and of the International Labour Office, the possibility of giving effect to the proposal at a date which would allow of the Conference being adequately prepared.

III.

The Assembly,

Noting that the work of the Health Organisation is designed to assist in raising the standard of health of the urban and rural populations in the various continents and to contribute to the solution of important problems of the moment in the fields of public health and social welfare :

Approves the work of the Health Organisation ;

Approves the conclusions of the Rapporteur ;

And refers the suggestions contained in his report to the Health Committee for consideration.

3. NUTRITION.

I.

The Assembly,

Having considered the preliminary report of the Mixed Committee on Nutrition :

Takes note of the suggestions contained therein ;

And decides, in support of the current efforts to provide the peoples with an adequate supply of necessary foodstuffs, especially protective foods, to recommend the Governments :

(1) To encourage and support, in every possible way, the scientific study of nutrition problems with a view to ascertaining the optimum nutrition for each country, due consideration being given to differences of national economic structure, climate and available sources of supply ;

(2) To take all appropriate measures to ensure that the latest information about nutrition is included in the teaching of medical students, and that medical practitioners, medical officers of health, district nurses, etc., have such information constantly brought to their notice ;

(3) To conduct a vigorous policy of education on popular nutrition for the instruction of the general public in this subject ;

(4) To support the Health Organisation of the League of Nations, not only in the work of its technical committees, but also in its endeavours in the field of public health and preventive medicine, to promote the application of modern nutritional science for the benefit of the different age and occupational groups of the population ;

(5) To facilitate and promote international co-operation in education and propaganda and in the exchange of information, and, in particular, to encourage all appropriate international organisations to lend their help ;

(6) To consider what steps should be taken, whether at the public charge or otherwise, to meet the nutritional needs of the lower-income sections of the community, and, in particular, the means by which they might ensure that an adequate supply of food, especially safe milk, should be made available for expectant and nursing mothers, infants, children and adolescents ;

(7) To consider what further steps might be taken to meet the nutritional needs of adults, unemployed or otherwise, in distress ;

(8) With a view to giving the fullest possible effect to national propaganda and educational efforts for the improvement of popular nutrition :

To take all possible steps to make food supplies, and especially protective foods, available at prices within the reach, so far as possible, of all classes of the community, while, at the same time, safeguarding the interests of producers ;

To take steps to improve and cheapen the marketing and distribution of foodstuffs in both industrial and rural districts, and with these objects in view,

To encourage collaboration between co-operative and other forms of producers' and consumers' organisations ;

(9) With a view to assuring purity of food, and in the interest of public health, to promote, so far as possible, the international standardisation of the technical analysis and control of foodstuffs, and of the control of preparations sold primarily for their vitamin content, on the basis of the work being conducted on the standardisation of biological products ;

(10) To set up standards of reference and specifications for grading foods of all kinds according to quality ;

(11) To consider whether any modification of their general economic and commercial policy is desirable in order to ensure adequate supplies of foodstuffs, and, in particular, to assist the evolution of agricultural production in order to satisfy the requirements of sound nutrition ;

(12) In order, *inter alia*, to ascertain how far existing national dietaries fall short of the new standards of nutrition, to collect information on food consumption by families of different occupational groups at different income levels, as well as on the distribution of the population by family income ;

(13) To consider to what extent and by what means their national statistics of the supply and consumption of individual foods might be improved ;

(14) To assist the International Institute of Agriculture in collecting information regarding the supply, national consumption and prices of foodstuffs ;

(15) To co-ordinate the work done by different authorities which affects the nutrition of the people and, in the absence of a central authority, to set up a special body for this purpose in order to secure unity of policy and direction.

* * *

Furthermore, the Assembly recommends the Governments concerned to give their full support to the Health Organisation in its enquiries into the widespread malnutrition which exists in the tropics and certain Far-Eastern countries.

II.

The Assembly,

In view of the provisional nature of the report submitted by the Mixed Committee on the Problem of Nutrition :

Decides to reappoint that Committee for one year, so that it can pursue its enquiries and, in particular, examine thoroughly the economic aspects of the problem of nutrition, and instructs it to submit a final report to the next Assembly, it being understood that the Committee, in so doing, will continue to co-operate with the International Labour Organisation, the International Institute of Agriculture in Rome and any other international bodies interested in the question.

III.

The Assembly,

Noting that National Nutrition Committees have been set up in various countries ;

Realising that it might be desirable to co-ordinate the activities of these committees internationally and to give their leaders an opportunity of comparing experiences ;

Suggests that the Council, after consultation of the Chairman of the Mixed Committee on the Problem of Nutrition, should arrange, if occasion offers, for exchanges of views among the representatives of these Committees on the problems with which they are all concerned.

4. WORK OF THE ORGANISATION FOR COMMUNICATIONS AND TRANSIT.

The Assembly :

Notes the work done by the Organisation for Communications and Transit during the year 1935/36 ;

Greatly appreciates the results achieved in the various spheres of activity of that Organisation and approves its work ;

Adopts the Second Committee's conclusions and refers to the Organisation for Communications and Transit for examination the suggestions contained in the Rapporteur's report.

VI. Social and Humanitarian Questions.

1. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

I.

The Assembly,

Noting the decision, adopted by the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs at its twenty-first session (May 18th–June 5th, 1936), and approved by the Council on September 19th, 1936, to continue the studies and the collection of documentary material relating to the control of the cultivation of the opium poppy with a view to convening at as early a date as possible a conference for the purpose of drawing up a convention for the limitation of this raw material ;

Considering that the limitation of raw materials constitutes a decisive step in the campaign of the League of Nations against the abuse of narcotic drugs and a logical and necessary crowning of its efforts :

Recommends that all Governments shall furnish the Advisory Committee with every possible assistance in its preparatory work and particularly in the collection of the necessary information ;

Invites the Governments of the producing countries to communicate, before January 31st, 1937, the information requested in the questionnaire addressed to them by the Advisory Committee ;

Notes the decision of the Advisory Committee, as recorded in its report to the Council, to examine at its next session the question of the creation of a Preparatory Committee for the purpose of establishing the principles which might serve as a basis for a convention ;

Expresses the hope that the Advisory Committee will consider the possibility of holding preliminary conferences as soon as practicable : one conference to be attended by representatives of the countries producing raw opium, which export this product to drug manufacturing countries, and by representatives of these manufacturing countries ; the other to be attended by representatives of the countries producing raw opium, which export this product to countries which have established a monopoly in respect of opium for smoking, together with the representatives of the monopoly countries ;

Recommends that a general conference should meet as soon as practicable after these preliminary conferences ;

Recommends that the preparatory work of the Advisory Committee and of the Secretariat shall be proceeded with as quickly as possible and should not be hampered by budgetary considerations.

II.

The Assembly,

Noting with keen satisfaction the conclusion of the Convention of 1936 for the Suppression of the Illicit Traffic in Dangerous Drugs ;

Considering that the universal application of the Convention is a necessary condition of its efficacy :

Recommends all Governments to take as soon as possible all such steps as may be necessary for the ratification of this Convention in order that it may promptly have its full effect.

III.

The Assembly notes the report submitted by the Fifth Committee and adopts its conclusions.

2. TRAFFIC IN WOMEN AND CHILDREN.

I.

The Assembly,

Having taken cognisance of the present position regarding the Conference of Central Authorities in the East to be convoked in conformity with previous decisions of the Council and the Assembly of the League of Nations ;

Noting that the Conference will be held in February, 1937, and that, on the invitation of the Netherlands Government, which the Assembly records with appreciation, it will take place at Bandung, Java ;

Noting further that the following Governments have agreed to participate in the Conference : the United Kingdom (Governments of Hong-Kong and Malaya), China, France, India, Japan, the Netherlands, Portugal, Siam and the United States of America (the last-named being represented by an observer) ;

Considering the importance to be attached to the following questions, forming the agenda of the Conference : closer collaboration between the central authorities in the East ; migration so far as it affects traffic in women and children ; closer collaboration between the authorities and private organisations ; the employment of women officials by authorities responsible for the welfare of women and children in the East ; the abolition of licensed or tolerated brothels in the East ; and the position of women refugees of Russian origin in that part of the world who have become, or are in danger of becoming, prostitutes :

Approves the proposed agenda, which it considers practical and in conformity with the matters raised in the report of the Commission of Enquiry into Traffic in Women and Children in the East ;

Expresses the hope that the important task of the Conference will be brought to a successful issue and that practical measures for combating traffic in women and children may result from its discussions ;

And sends to the Conference a message of greeting and of good wishes for a successful conclusion to its work.

II.

The Assembly takes note of the report submitted by the Fifth Committee and adopts its conclusions.

3. CHILD WELFARE.

I.

The Assembly,

Thanks the Advisory Commission for the Protection and Welfare of Children and Young People for the efforts it has made to improve the lot of children and young people ;

Suggests that in view to better co-operation between the Advisory Committee on Social Questions, and other organisations dealing with different aspects of social questions, liaison should be established with other Commissions and Committees when questions likely to concern the Advisory Committee are being discussed.

II.

The Assembly,

Attaches particular importance to the decision of the Advisory Committee on Social Questions to draw up at its next session a " scheme of study "—that is to say, a programme of work ;

And is of opinion that one of the first points in its work should be a study of the more important solutions that have been found for the problem of the general organisation of child welfare in various countries.

III.

The Assembly,

Approves the interest displayed and the efforts made by the Advisory Committee on Social Questions in regard to the social aspect of the problem of nutrition, and,

Considering that the study of the welfare of children living in urban communities and in rural districts is in many respects connected with the problem of nutrition :

Is of opinion that the Advisory Committee should deal in greater detail with the social aspects of this question in co-operation with the Mixed Committee on the Problem of Nutrition, particularly from the point of view of Child Welfare ;

Recommends the Advisory Committee to consider the utility of pursuing the study of these two questions, which supplement one another.

4. INTERNATIONAL ASSISTANCE TO REFUGEES.

I.

The Assembly,

Having examined, in the light of verbal explanations, the reports of the Acting President of the Governing Body of the Nansen International Office and of the High Commissioner for Refugees coming from Germany ;

Having taken into account the recommendations of the Committee for International Assistance to Refugees ;

Thanks the Committee for its valuable report, and Judge Hansson and Sir Neill Malcolm for the work which they have done during their term of office.

II.

The Assembly,

Having weighed the many elements in the refugee problem ;

Having noted that, in pursuance of previous decisions of the Assembly and in conformity with the recommendations of the High Commissioner for Refugees coming from Germany, the organisations created by the League of Nations on behalf of refugees will terminate at the end of 1938 ;

Having taken account at the same time of the continuing difficulties of this problem and of the importance of ensuring as soon as possible a uniform regime of legal protection for the refugees :

Recommends the Governments concerned to adopt the Convention of October 28th, 1933, relating to the international status of refugees and the Provisional Arrangement of July 4th, 1936, concerning the status of refugees coming from Germany ;

Recommends also that Governments concerned should participate in the negotiation of a Convention for the protection of the refugees from Germany ;

Considers, further, that the Assembly should, at the latest at its ordinary session in 1938, determine the general principles which, after that year, should govern the attitude of the League towards the refugee problem as a whole.

III.

The Assembly :

Is happy to note that Governments have in certain cases been able to extend to refugees in their territories more liberal treatment than is provided for in the relevant international agreements, and having heard, with appreciation, the declaration made by the French delegation regarding recent measures adopted by the French Government in respect of refugees (legal status, joint committees, labour permits) ;

Expresses the hope that all Governments will adopt as liberal an attitude as possible towards refugees in their territories ;

Notes, on the other hand, that serious difficulties have been created by the practice adopted in certain countries of withdrawing protection from their nationals abroad ; and

Expresses the earnest hope that this practice may be discontinued.

IV.

The Assembly takes the following decisions in respect of the Nansen International Office and the High Commission for Refugees coming from Germany :

Nansen International Office.

The Assembly :

Has taken note of the previous decision of the Assembly that the Nansen Office should be liquidated within a specified time and according to fixed budgetary rules, and, in execution of this decision :

(1) Decides to appoint, until December 31st, 1938, a President of the Governing Body of the Nansen Office entrusted with the following duties :

(a) To carry on the administration of the Office, in accordance with the existing statute, until it has been liquidated, and to organise the activities of the Office during the period of liquidation, with the help of the technical services of the League of Nations ;

(b) To draw up at an early date and, if possible, to submit to the Council at its session in May, 1937, a detailed scheme for the liquidation of the Nansen Office ; in any event, the report should be in the hands of Governments before July 31st, 1937, in order that the scheme may be considered at the next ordinary session of the Assembly ;

(c) To make recommendations, in time for consideration by the Assembly at its ordinary session in 1938, on the best method of allocating the tasks undertaken by the Office up to the date of its liquidation in the light of the situation existing at that time ;

(2) Notes the recommendations of the Acting President in regard to the settlement of different categories of refugees, especially those relating to the transfer of Armenian refugees to Erivan and to the position of the Armenian refugees settled in Syria ;

Approves, while accepting the reservations made by the Fourth Committee, an additional grant of 200,000 Swiss francs to the Nansen International Office for the purpose of facilitating the transfer and settlement in South America of Saar refugees residing in France ;

(3) Recommends that the following proposals of the Acting President should be brought to the notice of Governments for careful consideration :

(a) The encouragement, so far as circumstances permit, of the naturalisation and absorption of refugees in countries in which they have been resident for many years ;

(b) The issue of surcharged postage-stamps to assist the Nansen Office in its work ;

(c) The general application of the principles of the Franco-Belgian Agreement of June 30th, 1928.

Refugees coming from Germany (Jewish and Other).

The Assembly decides that a High Commissioner shall be appointed until December 31st, 1938, for the purpose of liquidating, so far as possible, the problem of refugees coming from Germany, and that the High Commissioner's duties shall include, in particular, the following :

(1) As regards the improvement of the legal status of refugees : to approach Governments in order to obtain their accession to the Provisional Arrangement of July 4th, 1936, and to prepare an intergovernmental Conference for the adoption of an international convention on the status of these refugees ;

(2) As regards questions of emigration and final settlement : to encourage initiative on the part of private organisations ; to support such initiative by negotiations with the Governments of the countries of refuge ; and, if necessary, to have definite plans for colonisation and emigration studied on the spot, in agreement with the Government concerned ;

(3) To maintain contact with the various private organisations, in particular through the Liaison Committee of an international character which has already been set up ;

(4) To submit an interim report to the Assembly at its next ordinary session, and, at its session of 1938, to present a report on the situation of the refugees at that moment and on the progress made towards the final solution of the problem, and definite proposals in regard to the future.

The Assembly decides to grant, for the administrative expenses of the High Commissioner for the year 1937, a sum of 82,500 Swiss francs.

V.

The Assembly,

Having taken note of the report of the Governing Body of the Nansen International Office for the year ending June 29th, 1936 :

Expresses appreciation at the satisfactory results of the general application of the Nansen stamp system in France, and hopes that a similar practice will be adopted in all countries ;

Again urges Governments not to expel refugees until they have obtained entrance visas for another country ;

Requests the Governments of the immigration countries to continue to co-operate with the Office by informing it of the possibilities of settlement in their territories ; and

Recommends Governments to consider the advantage of capitalising their expenditure on refugees and of placing such funds at the disposal of the Office for the settlement of refugees.

VI.

The Assembly,

In order to give effect to the provisions of resolution IV above :

(1) In accordance with Article 6 of the Statute of the Nansen International Office for Refugees, appoints Judge Hansson as President of the Governing Body of the Office until December 31st, 1938, and grants him a credit of 5,000 Swiss francs for representation allowance for the year 1937 ;

(2) Requests the Council to appoint, in the course of its present session, a High Commissioner for the Refugees coming from Germany (Jewish and other), until December 31st, 1938.

5. ASSISTANCE TO INDIGENT FOREIGNERS.

The Assembly,

Noting the work of the Committee of Experts on assistance to indigent foreigners and the execution of maintenance obligations abroad, at its second session in January, 1936 :

Thanks the Committee for its efforts to improve the position of indigent foreigners by framing a second draft multilateral Convention on the basis of the observations of Governments ;

Asks the Governments to send the Secretary-General, in conformity with his Circular Letter 118.1936.IV, dated July 13th, 1936, their observations on this second draft Convention by January 1st, 1937 ;

Requests the Council to take cognisance of these observations, and in the light thereof to decide whether or not it will be desirable to convene the Committee of Experts to study and report on the observations communicated by Governments and to take any other or further action which may seem appropriate.

6. PENAL AND PENITENTIARY QUESTIONS.

The Assembly,

Having taken note of the Secretary-General's report on penal and penitentiary questions :

Thanks the Governments for the reports that they have sent to the League this year and requests them to continue to inform the League annually of any reforms that have been effected in their penal and prison systems ;

Thanks the international technical organisations for their annual information on their work, and for their valuable co-operation in promoting the study of penal and penitentiary questions on international lines ;

Instructs the Secretary-General to have recourse to the good offices of the International Penal and Penitentiary Commission asking it to institute, if necessary with the assistance of the League Secretariat, an enquiry

(a) Into the number of prisoners over eighteen years of age (separate figures being given for men and women) in the different countries at the nearest possible date to December 31st, 1936. By prisoners is meant persons deprived of their liberty (excluding those detained on account of mental or physical unfitness), whether

(1) On remand, or awaiting trial,

(2) Under judicial sentence, or

(3) Detained and not included in the above categories ;

Where possible, the figures should show the numbers of prisoners of each of these three categories ;

(b) Into the measures taken in different countries during recent years with the object of reducing the number of prisoners.

7. INTERNATIONAL RELIEF UNION.

The Assembly,

Having taken note of the report on the activities of the Executive Committee of the International Relief Union from January 1st to December 31st, 1935 :

Expresses its gratification at the useful work done by that organisation with a view to improving its means of action ;

Emphasises the value of the agreements concluded or contemplated with private organisations, as a method of increasing the efficacy of those means ;

Expresses the hope that the Executive Committee of the Union may, thanks to the authority that the Union has acquired, continue to exert its beneficent influence ;

And trusts that Governments will consider the possibility of intensifying the action of the International Relief Union by securing the appropriate co-operation.

VII. Intellectual Co-operation.

WORK OF THE INTELLECTUAL CO-OPERATION ORGANISATION

1. *General Resolution.*

The Assembly is glad to note that the activities of the Intellectual Co-operation Organisation have been maintained and extended during the year 1935/36, despite circumstances which have often been very difficult, and that the programme carried out during the year, as well as that planned for 1936/37, is inspired by the constant desire to achieve work useful to the League of Nations, the States which belong to it, and intellectual workers themselves.

It approves the various reports which have been submitted to it, and particularly that of the International Committee on Intellectual Co-operation on the work of its eighteenth session, and that of the Governing Body of the International Institute of Intellectual Co-operation, and thanks the Committee and the Governing Body for their systematic and persistent efforts.

The Assembly associates itself with the thanks offered by the International Committee on Intellectual Co-operation and the Council of the League of Nations to the Argentine, Hungarian, and Spanish authorities and institutions for the generous assistance afforded by them to the work of intellectual co-operation on the occasion of the Buenos Aires and Budapest "Conversations" and of the ninth Permanent International Studies Conference held at Madrid.

In general, the Assembly warmly thanks the States which pay contributions to the International Institute of Intellectual Co-operation, thus giving a token of interest and confidence in its work, and affording the Institute moral encouragement and indispensable material assistance.

2. *Permanent Committee on Arts and Letters.*

The Assembly, noting the development of the "Conversations" organised by the Permanent Committee on Arts and Letters or under its auspices, and the interest evinced in these "Conversations" by a growing number of Governments, approves in its turn the proposal adopted by the Council on September 25th, 1936, to increase the number of members of that Committee from fourteen to eighteen, and inserts a supplementary credit of 5,050 Swiss francs for this purpose in the budget for the next financial period.

3. *Exact and Natural Sciences.*

The Assembly approves the programme of work prepared by the Committee of Scientific Experts, which met at Geneva on July 9th and 10th, 1936, hopes that it will be promptly carried into effect, decides to set up for this purpose the Permanent Scientific Committee requested by the experts, and, accordingly, decides that a supplementary credit of 10,000 Swiss francs be entered in the budget for the next financial year.

4. *Education.*

The Assembly, having noted the recommendation adopted on July 9th, 1936, by the Advisory Committee on League of Nations Teaching with regard to the proposal of the Swedish Broadcasting Corporation, recommended by the Ministries for Foreign Affairs of Denmark, Finland, Norway and Sweden, with a view, in particular, to the establishment of regular co-operation between the competent sections of the Secretariat on the one hand and the wireless broadcasting companies and adult education associations on the other, expresses the hope that the proposal will be carried into effect as soon and as widely as possible.

5. *Declaration on the Teaching of History.*

The Assembly hopes that the numerous States who have already approved the principles of the *Declaration on the Teaching of History*, adopted by the Assembly of the League of Nations at its sixteenth session, and since communicated to Governments by the Council of the League of Nations, will sign that document.

6. *Unemployment among Intellectual Workers.*

The Assembly, having taken cognisance of the plan prepared by the International Committee on Intellectual Co-operation to combat unemployment among intellectual workers :

Considers that the Committee's action in this sphere, conducted as arranged with the co-operation of the International Labour Office, may be of the greatest value to States ;

Approves the measures proposed and requests the Governments to facilitate their application to the best of their ability.

7. *Broadcasting and Peace.*

The Assembly expresses its satisfaction at the recent conclusion, under the auspices of the League of Nations, of an International Convention concerning the Use of Broadcasting in the Cause of Peace.

It is happy to note that this agreement was signed immediately on its conclusion by twenty States ;

And hopes that the number of acceding Governments will increase as rapidly as possible, thus ensuring the maximum effectiveness to the Convention.

8. *Fine Arts.*

The Assembly,

Asks the Secretary-General to transmit to the Governments the recommendations of the International Museums Office regarding International Art Exhibitions ;

Expresses the hope, in this connection, that the competent national administrations will be guided in practice by the principles laid down in these recommendations.

9. *Ethnographical and Historical Collection on the Origins of American Civilisation.*

The Assembly,

Approving the resolution adopted by the International Committee on Intellectual Co-operation at its eighteenth session, regarding the plan for an ethnographical and historical collection on the origins of American civilisation ;

Having also taken cognisance of the revised plan submitted by Ambassador Levillier, which it approves subject to its acceptance by the International Committee on Intellectual Co-operation ;

Having further been informed that the Governments of Ecuador, Mexico, Peru, and Venezuela have offered to afford material support to the plan, that the Argentine Government offers to contribute a sum of 25,000 Argentine pesos per annum for the establishment of the collection, according to a plan and conditions of execution approved by it, and that the Faculty of Philosophy of Buenos Aires University has agreed to take charge of the Spanish edition.

Warmly thanks them for these generous contributions, and asks the intellectual Co-operation Organisation and its Executive Committee to examine, as soon as possible, the plan and the conditions in which it is to be executed. A special session of the Executive Committee, assisted by experts, should be held for this purpose, the costs to be defrayed out of the credits at the disposal of the Secretariat of the Intellectual Co-operation Organisation for the current financial period.

The works are to be published in French and Spanish, under the supervision of the International Institute of Intellectual Co-operation in the case of the French edition, and of the Faculty of Philosophy of Buenos Aires University in the case of the Spanish edition.

The costs of the collection, which will serve as an intellectual link between America and the Old World, should be covered by the contributions already promised and by other contributions of Governments or institutions.

The Assembly urgently appeals to the Governments and institutions concerned to place the necessary funds at the disposal of the International Institute of Intellectual Co-operation.

10. *Intellectual Rights.*

The Assembly,

Notes that the International Institute of Intellectual Co-operation and the International Institute for the Unification of Private Law have fully carried out the task entrusted to them by the sixteenth Assembly as regards the bringing into line of the Berne and Havana Conventions on Authors' Rights ;

Hopes that the texts prepared, in co-operation with Senator Antuña, President of the Inter-American Commission on Authors' Rights, will be approved both in Europe and America, and that the next revision of the Berne Convention will provide an occasion for the conclusion of a universal convention on authors' rights.

11. *Intellectual Co-operation Month at the 1937 Universal Exhibition.*

The Assembly, having been informed of the decisions taken by the International Committee on Intellectual Co-operation concerning the organisation of various manifestations of intellectual co-operation in July, 1937, at Paris, in connection with the Universal Exhibition of Art and Technique in Modern Life ;

Warmly thanks the French Government and the General Commissioner of the Exhibition for their generous assistance ;

Expresses the opinion that the proposed meetings are likely not only to make intellectual co-operation more widely known, but to give important results ;

And, willingly acceding to the Council's wish, recommends these manifestations to the favourable attention of Governments, particularly the second General Conference of National Committees on Intellectual Co-operation, which should be attended by as large as possible a number of the representatives of these Committees.

12. *International Educational Cinematographic Institute.*

The Assembly approves the resolution of the International Committee on Intellectual Co-operation concerning the International Educational Cinematographic Institute's work. It once more emphasises the importance of the rôle assigned to that Institute by the Convention on the international circulation of films of an educational character, and expresses the hope that Governments would make full use of this Convention in encouraging exchanges of educational films likely to contribute to mutual comprehension between peoples.

13. *The League of Nations and Modern Means of spreading Information utilised in the Cause of Peace.*

The Assembly,

Emphasising once more the desirability of developing international co-operation and mutual understanding between nations ;

Having regard to the rapid contemporary development of the technical means of disseminating information ;

And considering that this development increases the possibilities of furthering the mutual exchange between nations of information relating to their respective institutions and cultures ;

(1) Is of opinion that this question might well be the subject of discussion at the next ordinary session of the Assembly ;

(2) To this end, invites the International Committee on Intellectual Co-operation to draw up, after such consultations as they may deem appropriate, detailed suggestions to form the basis of the Assembly's discussions ;

(3) And further invites the Secretary-General to report on the above-mentioned technical means of spreading information at the disposal of the competent sections of the Secretariat in order that the Assembly may consider at its next ordinary session whether such means are adequate or whether their further development is desirable.

VIII. Commission of Enquiry for European Union.

The Assembly,

Having consulted its General Committee on the procedure to be followed with regard to the question appearing on the agenda for the session as Item 6(a) (Commission of Enquiry for European Union) :

Notes that circumstances have been such that the Commission has been unable to meet since the last session ;

And decides, such being the case, to renew the mandate of the Commission of Enquiry for European Union for the coming year and to place the question on the agenda for the next session of the Assembly.

IX. Budget and Internal Administration.

I. FINANCIAL QUESTIONS.

1. The Assembly, under Article 38 of the Regulations for the Financial Administration of the League of Nations, finally passes the audited accounts of the League of Nations for the seventeenth financial period ended December 31st, 1935.

2. The Assembly,

Under Article 17 of the Regulations for the Financial Administration of the League of Nations :

Passes for the nineteenth financial period ending December 31st, 1937, the budget of expenditure of the League of Nations amounting to 29,184,128 Swiss francs, and the *net* budget of income amounting to 21,284,823 gold francs ;

And decides that the aforesaid budget shall be published in the *Official Journal*.

3. Subject to the proposals and amendments included in the present report, the Assembly adopts the conclusions of the various reports of the Supervisory Commission submitted for its consideration.

4. The Assembly,

Takes note of the reports of the Administrative Board of the Staff Pensions Fund for the year 1926 and the report of the Consulting Actuary on the Third Valuation of the Fund ;

Decides that, for the present, the Fund shall continue to be valued annually by the Consulting Actuary ;

Requests the Administrative Board to examine and report upon the effects of Article 19 of the Staff Pensions Regulations ;

Requests the Supervisory Commission to examine with a delegation of the Administrative Board the changes which might be made in the Fund's system of management, in order to take account of the views expressed in this report ;

Adopts the accounts of the Fund as submitted by the Auditor ; and

Decides, having regard to Article 7, paragraph (a), of the Staff Pensions Regulations, that the contribution of the League to the Staff Pensions Fund shall, for 1937, be 9% of the pensionable emoluments of the members of the Fund.

5. The Assembly appoints to the Administrative Board of the Staff Pensions Fund, for the period ending December 31st, 1939 :

As regular members :

Professor W. RAPPARD (Switzerland) ;

Mr. Francis T. CREMINS (Irish Free State) ;

Professor Harold CRAMER (Sweden).

As substitute members :

M. Jan DE MODZELEWSKI (Poland) ;

M. C. PARRA-PÉREZ (Venezuela) ;

M. C. VAN RAPPARD (Netherlands).

6. The Assembly adopts the present report of the Fourth Committee.

* * *

2. CONTRIBUTIONS IN ARREAR.

The Assembly,

Adopts the report of the Special Committee on Contributions in Arrear with the following amendment :

The last line of Paragraph No. 9 "Cancellation of Arrangements in Case of Default" (page 3 of the report) to read "The Committee recommends, therefore, that the cancellation clause should become operative as from January 1st, 1937" ;

Considering that, whilst the position as regards arrears of contributions has greatly improved, it is nevertheless necessary to maintain a vigilant attitude not only with regard to arrears but to the collection of current contributions :

Decides to appoint a Special Committee on Contributions, consisting of the following members, to deal with all matters that may arise in connection with the collection of contributions and to report to the Assembly at its eighteenth ordinary session :

Count CARTON DE WIART (Belgium) ;

Sir Frederick PHILLIPS (United Kingdom) ;

M. C. J. HAMBRO (Norway) ;

M. ŠTEFAN OSUSKÝ (Czechoslovakia) ;

M. A. GUANI (Uruguay).

3. ALLOCATION OF THE EXPENSES OF THE LEAGUE.

The Assembly approves for the years 1937, 1938 and 1939 the scale for the allocation of the expenses of the League annexed to the present resolution.

Scale of Allocation of League Expenses for 1937, 1938 and 1939.

States (French alphabetical order)	Units	States (French alphabetical order)	Units
		<i>Brought forward</i>	518
Afghanistan	1	Iraq	3
Union of South Africa	16	Iran	5
Albania	1	Irish Free State	10
Argentina	23	Italy	60
Australia	23	Latvia	3
Austria	10	Liberia	1
Belgium	19	Lithuania	4
Bolivia	2	Luxemburg	1
United Kingdom	108	Mexico	13
Bulgaria	4	Nicaragua	1
Canada	35	Norway	9
Chile	8	New Zealand	8
China	42	Panama	1
Colombia	5	Paraguay	1
Cuba	5	Netherlands	24
Denmark	12	Peru	5
Dominican Republic	1	Poland	32
Ecuador	1	Portugal	8
Spain	40	Rumania	19
Estonia	3	Salvador	1
Ethiopia	2	Siam	6
Finland	10	Sweden	19
France	80	Switzerland	17
Greece	7	Czechoslovakia	25
Guatemala	1	Turkey	10
Haiti	1	Union of Soviet Socialist Republics	94
Honduras	1	Uruguay	4
Hungary	8	Venezuela	4
India	49	Yugoslavia	17
<i>Carried forward</i>	518	TOTAL	923

4. COMPOSITION OF THE SUPERVISORY COMMISSION.

Whereas, in virtue of the second and third paragraphs of Article 1 of the Financial Regulations, the members of the Supervisory Commission retiring at the end of 1936—M. Osuský and M. Réveillaud—are not re-eligible ;

Whereas, in their respective capacities of Chairman and Rapporteur of the Supervisory Commission, M. Osuský and M. Réveillaud have rendered inestimable services both to the Commission and to the League of Nations as a whole ;

Whereas, by a decision adopted on October 3rd, 1930, the Supervisory Commission was requested "to deal with all future financial questions which may arise in connection with the new buildings" ;

Whereas the new buildings are not expected to be completed until 1937 ;

Whereas it is eminently desirable that, subject to the addition of a new member, the Supervisory Commission should continue, as at present composed, to perform the task entrusted to it by the 1930 Assembly ;

Whereas some amendment of Article 1 of the Regulations for the Financial Administration of the League of Nations appears to be necessary in order that the Supervisory Commission shall at all times contain members having a sufficient practical experience of the financial administration of the League to ensure the continuity of the work of the Commission and the proper exercise by it of its task, while maintaining the principle of its renewal at regular intervals ;

The Assembly decides :

(1) To suspend the operation of paragraph 3 of Article 1 of the Regulations for the Financial Administration of the League of Nations ;

(2) To maintain the existing membership of the Commission until the end of the financial year 1937, while adding a further member to be appointed at the present session ;

(3) To appoint a Committee of three members to consider what amendments it might be desirable to make in Article 1 of the Regulations and to report thereon to the Assembly at its next session.

THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XVI., No. 11.

NOVEMBER, 1936.

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I.—SUMMARY OF THE MONTH.

November, 1936.

In November, the Spanish Government, by a telegram addressed to the Secretary-General, asked that the Council should proceed at the earliest possible moment, in virtue of Article 11 of the Covenant, to examine the situation brought about by the civil war in Spain.

Referring to its previous denunciation of the armed intervention of Italy and Germany in favour of the rebels, the Government declared that the recognition by these two Powers of "the Chief of the rebels set up as a Government" was virtually an act of aggression

All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.

against the Spanish Republic. The declared intention of the rebels of forcibly preventing free commerce with the ports controlled by the Government was a factor likely to create international difficulties and constituted a danger to peace.

The Council was therefore summoned to meet in extraordinary session on December 10th.

The University of Oxford conferred the honorary degree of Doctor of Civil Law on the Secretary-General of the League.

On the occasion of his visit, M. Avenol gave an address, in which he stated his views on the international situation and the problem of collective security.

II.—POLITICAL QUESTIONS.

APPEAL BY THE SPANISH GOVERNMENT UNDER ARTICLE II OF THE COVENANT.

On November 27th the Spanish Government, in a telegram from Valencia to the Secretary-General, referred to the fact that it had already denounced in a speech made by the Foreign Minister at the League Assembly "the armed intervention of Germany and Italy in favour of the rebels in the Spanish civil war." The most evident manifestation of this had been the recognition of "the leader of the rebels as a government by the 'wire-pullers' of these same Powers." Such a proceeding was virtually an act of aggression against the Spanish Republic. The declared intention of the rebels of forcibly preventing free commerce with the ports controlled by the Government claimed attention as a factor likely to create international difficulties such as Franco, as was well known, had declared his intention of provoking from the outset of the rebellion. These difficulties were increased by the fact that the rebels had

been recognised by Germany and Italy which, and particularly one of them, as was proved by information in the possession of the Government of the Republic, were preparing to co-operate with them in the naval sphere as they had done in the air and on land. These facts, through their very simultaneity, constituted for the Spanish Government a circumstance affecting international relations, which threatened to disturb international peace or the good understanding between nations upon which peace depends.

The Spanish Government, in the supreme interests of peace and in virtue of Article II of the Covenant, therefore asked the Council to proceed at the earliest possible moment to an examination of the situation described in the telegram.

After consulting his colleagues, the President of the Council, M. Edwards (Chile), fixed the date of opening of the extraordinary session for December 10th.

III.—LEGAL AND CONSTITUTIONAL QUESTIONS.

I. APPLICATION OF THE PRINCIPLES OF THE COVENANT.*

In accordance with the Assembly's recommendation of July 4th, the Governments of Belgium, Ecuador, Liberia, and Panama have communicated their views on the application of the principles of the Covenant to the Secretary-General.

The *Belgian Government* does not contemplate a revision of the Covenant by way of amendments. It thinks it would be better to follow the method adopted by the 1921 Assembly, whereby more elasticity would be given to the Covenant by the interpretation of certain of its articles for the guidance of Governments.

According to the fundamental conception which underlay its origin, the League should do its utmost to attain that universality which

is requisite for the Covenant to become fully effective. It is, therefore, desirable to examine the possibilities of making adjustments in order to render it easier for non-member States to join the League.

In connection with the prevention of war, the Belgian Government thinks that the Council's action may take a wide variety of forms, its guiding principle remaining Article II of the Covenant. It would be advisable to define the measures that it can take as "effectual to safeguard the peace of nations" by eliminating threats of war.

The special Committee appointed to study the application of the principles of the Covenant might usefully refer to a report adopted in 1927 by the Council and the Assembly, and dealing with the methods and regulations which would enable the Council to enforce the obligations of the Covenant. This report

* See Monthly Summary, Vol. XVI., No. 10, page 285.

contains valuable suggestions regarding measures that the Council might recommend against a State whose attitude was endangering peace.

Furthermore, in order to prevent the Council's action under Article 11 from being paralysed, a special exception to the unanimity rule should be made in the application of that Article.

The initial procedure under Article 11 should be expedited, since its effectiveness depends largely on the speed with which it is set in motion.

With reference to repressive action by the League, the Belgian Government thinks it would be desirable to dispel the uncertainty which still prevails as to the extent of the obligations imposed by Article 16. It is important that in such a serious matter, Governments should know as exactly as possible the extent of their responsibilities and of the outside assistance that they can count upon.

The *Government of Ecuador* insists on the necessity for a fundamental transformation of the present structure of the Covenant and recommends the formation of regional or continental leagues.

The *Liberian Government* thinks that the Covenant needs no modification. In particular, there should be no drastic revision of Articles 10, 11 and 16, which should be enforced in all cases of war or threat of war.

The *Government of Panama* deals with the various articles of the Covenant and in particular with the problems of disarmament, guarantee of the independence and integrity of member States, repressive action in the case of war involving violation of the undertakings of the Covenant, action to prevent conflicts, regional agreements, the principle of the universality of the League, the desirability of improving the Covenant and its separation from the Peace Treaty.

In the Panama Government's view, the League can only subsist as long as it allows, within an ample sphere, the free play of regional interests, in order that they may be grouped, harmonised, organised, and regulated according to the needs and characteristics of the group of nations which have attained the same degree of moral development and have common problems. It recommends the summoning of a new international conference, inviting the co-operation of all the nations at present absent from Geneva, in the hope that there may emerge an entirely new League of Nations on the basis of principles inspired by law and justice, but with a greater sense of practical realities.

2. INTERNATIONAL ENGAGEMENTS : REGISTRATION OF TREATIES.

The treaties and international engagements registered by the Secretariat of the League during November include :

An Agreement between Great Britain and Northern Ireland and Iraq regarding the transfer of the ownership of the railways to the Iraqi Government (Bagdad, March 31st, 1936), presented by Iraq.

An Agreement between Estonia and Italy for the regulation of commercial transactions between the two countries (Rome, October 6th, 1936), presented by Estonia.

An Exchange of Notes between Brazil and Great Britain and Northern Ireland, constituting an agreement regarding commercial relations (London, August 10th, 1936), presented by Great Britain.

An Exchange of Notes between Brazil and Great Britain and Northern Ireland constituting a temporary arrangement regarding commercial relations between Brazil and Newfoundland (London, August 10th, 1936), presented by Great Britain.

An Agreement between Great Britain and Northern Ireland and Turkey respecting trade and clearing, with annexes and protocols (London, September 2nd, 1936), presented by Great Britain.

A Commercial Agreement between the United States of America and Nicaragua (Managua, March 11th, 1936), presented by the United States.

A provisional Commercial Convention between the Economic Union of Belgium and Luxemburg and the Union of Soviet Socialist Republics (Paris, September 5th, 1935), presented by Belgium.

A supplementary Convention to the Extradition Convention between the United States of America and France, dated November 6th, 1909 (Paris, April 23rd, 1936), presented by the United States.

A supplementary Convention to the Extradition Treaty between the United States of America and Denmark of January 6th, 1902, and to the Convention of November 6th, 1905 (Washington, May 6th, 1936), presented by the United States.

An additional Convention to the Extradition Conventions between Belgium and Italy of January 15th, 1875, and the subsequent dates, regarding their application to the Belgian Congo and Ruanda-Urundi and to Italian overseas possessions (Rome, December 2nd, 1935), presented by Belgium.

A Convention between Germany and Finland for the prevention of double taxation, and another Convention between the same countries concerning legal protection and collaboration of the courts and authorities of the two countries in taxation matters (Helsingfors, September 25th, 1935), presented by Finland.

An Agreement between Spain and France relating to the purchase of tobacco and to the prevention of smuggling (Madrid, December 30th, 1935), presented by Spain.

A Convention between Estonia and Finland regarding air navigation (Helsingfors, September 12th, 1936), presented by Estonia.

An Exchange of Notes between France and the Netherlands constituting an agreement for the reciprocal exemption, as between French Indo-China and the Netherlands Indies, from consular visas on bills of health for vessels

(Paris, May 20th and 25th), 1936, presented by the Netherlands.

An Exchange of Notes between Estonia and Latvia constituting an agreement regarding the payment of indemnities on the occasion of the alienation of estates divided by the frontier line between the two countries (Riga, October 6th, 1936), presented by Estonia.

A Convention between France, Italy, Portugal, Union of South Africa, Belgium, Great Britain and Northern Ireland, Egypt, and Anglo-Egyptian Sudan and Spain relative to the preservation of fauna and flora in their natural state (London, November 8th, 1933), presented by Great Britain.

A series of Agreements between Albania and Italy on financial, commercial, and veterinary questions, and a Convention regarding the port of Durazzo (Tirana, March 19th, 1936), presented by Albania.

IV.—MISCELLANEOUS QUESTIONS.

SPEECH BY THE SECRETARY-GENERAL OF THE LEAGUE.

M. Joseph Avenol, Secretary-General of the League, went recently to England to receive the honorary degree of Doctor of Civil Law at Oxford University.

He attended a reception by the Vice-Chancellor of Cambridge University on November 20th and another by Sir Arthur Salter at Oxford the following day, and made an important speech giving his views on the problems of collective security and the present international situation.

In the course of his address, the Secretary-General contrasted the cynical advice of Machiavelli to Princes, urging them to break their word when expediency dictated, with the Covenant of the League of Nations, which four hundred years later prescribed "open, just, and honourable relations between nations," and defined the fundamental laws of peace. Had public opinion changed since the Covenant was framed, he asked? It was focussed more and more on foreign politics; for the economic and financial policy of any one country, its political temper, its stability or dynamism, affected all the others; and this interaction was further accentuated by the development of transport and communications and the technique of the Press, the wireless, and the cinema, until the world had reached a state of terrifying solidarity. In the past, public opinion was fed by news, which was rare and simple;

and public opinion could be easily guided along the path of permanent national interest. Nowadays, when, as it appeared, everything happened at once, how was it to find a guide? Happily, it was helped through the welter by the way in which human memory worked. It quickly eliminated many happenings sensational enough at the time, among them the failures of the League, and, of course, its successes.

In this turmoil of the modern world some political philosophy was necessary, national no doubt, but also international, since isolationism had become impossible. Its purpose could only be to create a community out of chaos, or rather to define and regulate the community which really existed already. It could only be based on respect for undertakings once given; and that was the simple philosophy of the Covenant.

When the Covenant was made, public opinion was to be the inspiration and guardian of the League. Since then, in some countries, a different kind of public opinion had come into being, controlled, directed and to some extent created by Governments through a propaganda ready to penetrate other countries. The more public opinion became concentrated and exclusive, the more necessary it became that some such agency as the League should exist whereby the direction of currents of opinion could be changed so as to avoid clashes which might lead to war. The League had been wrongly

attacked as ridiculous, for asserting the principle of equality between States. For in the first place the Covenant did not speak of equality ; it provided for unanimity and gave to each country a vote, intended to protect it from having its rights and possessions and its very existence voted away. Secondly, power and responsibility were, in practice, proportionate to the real position of each country. The leadership of the Great Powers had never been disputed ; when they had chosen to lead, the League had pursued an active policy ; when they had remained quiet the League had remained quiet, and on various occasions League action had been paralysed by the quarrels of the Great Powers. The real source of difficulty was the difference between two groups of States, the one unfettered by public criticism, the other hampered by that freedom of opinion which made it impossible for their Governments to stake the lives of their subjects on a rash throw.

Recent proposals by Members of the League themselves for the reform of the Covenant had produced few and unimportant results. For it was not that the Covenant needed to be changed, but rather that the four main principles on which it is based must be balanced in their application. These four principles were : reduction of armaments, preservation of territorial integrity, the reconsideration of obsolete treaties, and the obligations of League Members in the face of a resort to war in disregard of the Covenant. His view was that while States were unconditionally obliged by the Covenant to attempt to settle their disputes peacefully, their obligations to act collectively were relative and depended on how far the other principles were all being applied. Thus, for instance, States which had reduced their armaments below " the lowest point consistent with national safety and the enforcement by common action of international obligations " would be inclined to use them for self-defence and not collective action. Again, could it be sustained that a country which systematically obstructed proposals, put forward in good faith and in the exercise of constitutional rights, for the reconsideration of treaties, was entitled to have its territorial integrity preserved if it were attacked ? This showed that the principles of the Covenant were interdependent. Their application was further limited by possibilities. However absolute the ideals of justice, compromise in the dealings of peoples of different culture and outlook was a practical necessity.

In a world in which international intercourse would continue whatever happened—short of

war—the League could not favour a division of nations into sheep and goats.

If constitutional changes were unnecessary, the immediate practical problem was how to make the League a rallying-point for public opinion, for the maintenance of peace through support for the sanctity of treaties and through resistance to the fear of war and the spread of panic.

In the past, professional diplomacy dealt slowly and patiently with problems as they arose. Nowadays the ease of communication threw on Foreign Ministers a growing responsibility for direct negotiations with foreign countries. They were very conscious of their responsibilities, not only watched by a public opinion keenly alive to the horrors of modern war, but also driven by its passions and desires. It was sometimes suggested that the methods of the old diplomacy were better. But even if the League did not exist, those methods could hardly be revived, when, in some countries, opinion was represented by vast public demonstrations through which the world was confronted with uncompromising terms. At Geneva many foreign ministers were happy to find a place where they might meet on equal terms the foreign ministers of the Great Powers, make their fears known, and perhaps take home some measure of comfort. There were also many journalists representing newspapers and agencies, presumably because, owing to the pressure of anxious public opinion, it was believed that League news was wanted.

In all this, what had happened to collective security ? Mr. Eden had said that the collective system needed strength and elasticity. Its strength would depend on the willingness of all League Members to play their parts according to their several capacities. This was true. Collective security had not once existed and then been destroyed : it was still an object to be achieved. In October, 1935, it was thought that a decisive step towards it had been taken ; the enthusiasm died down quickly and Ethiopia remained an unhappy memory. It was not a subject for self accusation ; it would only be so if the obligation to wage collective war existed ; but the Protocol of 1924 was rejected precisely because it imposed that obligation. It had been proposed by some that there should be regional agreements in certain danger zones for mutual help in carrying to their maximum the obligations of the Covenant, these arrangements being based on the Covenant, so that they would be respected by other countries, distinguished from the old

system of alliances, and justifiable before public opinion.

The immediate problem was whether Members of the League would be so demoralised by the fear of war that they would give themselves over to the reign of force. It was possible to rally public opinion to the League in support of respect of undertakings if representatives at the League—and particularly the representatives of the Great Powers who might be expected to produce leaders—showed courage and determination. The time had gone by for elaborate structures of pacts and treaties; what the League needed was not legal nostrums, but a moral and psychological cure at the centres of will. It was the responsibility of the Great Powers to make a peace in Europe which could be based neither on an obstinate determination to keep the world unchanged, nor on a system of force and intimidation. Acquired rights

must not be robbed; neither, on the other hand, in a world alive and full of every kind of change and development, could life be compressed within rigid political limits. All the vast activities of men ought to be brought within a framework of co-operation freely constructed. Mr. Baldwin had recently pointed a warning finger at the horror and degradation of modern war and made an appeal to come together and save Europe. It was the proper function of the League to enable its Members to abandon force. Confidence in the strong Powers could alone prevent the fear of war from leading to war, and maintain a peace founded on the respect for obligations. If such a peace could be made, it would be a worthy task for the League, relieved of the strain of perpetual political conflicts, to organise and develop the relations which ought to subsist between countries under conditions of modern civilisation.

V.—TECHNICAL ORGANISATIONS.

I. COMMUNICATIONS AND TRANSIT.

Radio Nations.

Owing to the increasing importance of the League Wireless Station, it has been thought useful to prepare an article for readers of the Monthly Summary on the origin, purpose, and working of this station.

Equipment in New League Building.

In the new building of the League the wireless station Radio-Nations will possess an emergency central control office with all necessary technical equipment for wireless telegraphic transmission, and also a new and fully equipped wireless telephone studio. The central control office will be connected up with the receiving and transmitting stations, and in a crisis the Secretary-General will be in a position to take over full control of all League telegraphic services through Radio-Nations. In normal times, telegraphic transmission work will continue to be done in the Telegraph and Telephone Buildings of the Swiss Confederation in Geneva. There is also in the new League building an auxiliary power plant to make the station independent of the local electricity services in case of a breakdown.

Radio Communications and the Seventeenth Assembly.

The question of the use of radio communications by the League came into prominence during the last Assembly. Just before it opened

the new Convention concerning the Use of Broadcasting in the Cause of Peace* was concluded; the purpose of this Convention was to ensure that broadcasting should not create international misunderstanding and enmity. Its use in the service of peace, order, and good government was also emphasised in some of the replies received from Governments regarding the application of the principles of the Covenant. The Norwegian and Danish Governments proposed that broadcasting be employed to further moral disarmament, and the New Zealand Government that "the peoples of the world, as distinct from their Governments, should be afforded every possible facility for following the transactions of the League, and that all appropriate League discussions and decisions should accordingly be broadcast by short wave radio."

In the Assembly itself, attention was drawn by the Danish delegation to the need of replacing "propaganda of discord" by propaganda "directed to the sole purpose of making nations understand that a new world war would destroy victor and vanquished alike, would bring about disastrous social upheavals, and would paralyse for a long time to come that civilisation which humanity has achieved after an age-long struggle; and that the only means of preventing the collapse of modern culture is to set up an international organisation based on law." The

* See Monthly Summary, Vol. XVI., No. 9, page 269.

Assembly, on the proposal of its Sixth Committee, adopted a resolution on "The League of Nations and Modern Means of spreading Information Utilised in the Cause of Peace," which covered, among other matters, wireless communications.

Special Broadcasting Programme for the Assembly.

During the Assembly a practical example was given of the possible use of broadcasting to spread a knowledge of the aims of the League, the policies of the different Governments in respect of it, and the actual work of the Assembly. This took the form of a special programme arranged by the Information Section of the Secretariat at the request of the Australian Broadcasting Commission. This programme, which was transmitted over Radio-Nations, was the most extensive that has so far been given by the League's wireless station. The broadcasts were recorded in Australia by the Australian Broadcasting Commission and relayed at the most suitable time in the National Programme by the national stations of Australia. Similar records and relays were also made, in the case of a number of the broadcasts, by New Zealand. In addition, there were two special transmissions to New Zealand during the Assembly which were relayed by New Zealand stations. Three broadcasts were repeated for experimental purposes to Canada and South Africa at hours and on wave-lengths suitable for these countries. In the regular Saturday evening programme of the Information Section the President of the Assembly broadcast in Spanish extracts from his closing speech to the Assembly, translations being given in English and French.

The Australian Broadcasting Commission sent over, in connection with this programme, their chief news commentator. He was given the status of temporary collaborator in the Secretariat and participated in the arrangements of the programme. Besides introducing the speakers, he gave several news commentaries at different stages of the Assembly.

Some eighteen broadcasts, without counting repetitions, were given in all. A number of leading personalities in the Assembly participated in the programme. The speeches were in English, save in one case where a speech was given in French, with paragraph by paragraph translation. Records were made of the speeches delivered in Geneva, and sets of these records have been supplied on request to several English-speaking countries for subsequent retransmission by radio, or for use in other ways to create an interest in the League's work.

Radio-Nations in Normal Times.

Radio-Nations was established chiefly for the purpose of ensuring independent communications for the League in times of emergency, while also rendering service to it in normal times. Its use in emergency will be referred to in the latter part of this article. The station was opened on February 2nd, 1932, when the Disarmament Conference also began.

Nature of the Station—Relation to Radio Suisse.

Radio-Nations was established by virtue of an agreement and a convention concluded by the Secretary-General of the League with the Swiss Government and with the Société Radio Suisse, which is a private company operating in Switzerland. By the terms of the agreement, Radio-Nations was established on land and in buildings belonging to Radio Suisse. It includes: (1) a central telegraphic office, and a long wave transmitter and receiving apparatus erected by and belonging to Radio Suisse for telegraphic communication with European countries; (2) a short wave station for telegraphic and telephonic (broadcast) communications capable of communicating with all countries in the world; although this station is normally for extra-European communications, it may also be used by the Secretary-General for official communications of the League intended for European countries; (3) a receiving station capable of picking up communications, telegraphic and telephonic, from most stations in the world. The cost of the two latter installations was defrayed by the League, whose property they are.

According to the terms of the agreement, Radio-Nations station is to be operated in normal times by Radio Suisse, and in times of emergency the whole station, long wave and short wave, etc., passes under the exclusive management of the League. In the latter case the League has the right to replace the Swiss staff by an international staff.

Radio Suisse is thus in charge of the technical operation of the station in normal times. The Secretary-General has full control, from a programme point of view, over the nature and character of all League communications transmitted by or received by the station, as well as from a technical point of view over the exploitation and maintenance of the equipment belonging to the League.

The League's Transit Organisation, in a report on the organisation of the Station in 1929, said "The development of short wave wireless telephony will no doubt make it possible

to utilise the Station both for broadcasting the League's proceedings to the general public and also for establishing, in case of need, direct telephonic communication with far distant countries."

Relation of Public to Private Traffic.

In addition to transmissions for the League, the station is used for private traffic. The short wave installation, belonging to the League itself, may also be utilised by the *Société Radio Suisse* for commercial traffic when it is not engaged in handling work for the League. This joint ownership and operation of the station and its use for regular private traffic as well as official, helps to maintain its efficiency, to give it its regular and widespread connection with all parts of the world and to cover the cost of its working.

According to the annual report on the station for the year 1935, private messages accounted in that year for about 76 per cent. of the total traffic and 76.5 per cent. of the receipts, this figure corresponding more or less to similar figures for recent years. About 24 per cent. of the traffic and receipts were thus for official business. The total receipts for 1935 were 360,139.25 Swiss francs, the deficit on the year being only 1,465.63 Swiss francs. The net receipts for wireless telephone messages were 30,096.54 Swiss francs.

Special Character of Radio-Nations Station.

It will thus be seen that the nature of the activities of Radio-Nations, as well as its constitution, differentiate it clearly from other stations. In view of this special position, it requires extensive wave-lengths both in the short wave and long wave bands. Recognition is given to its special position in the following Article of the Agreement of 1930:

"It is understood that, as regards the official communications of the League of Nations, the Radio-Nations station shall not be deemed to be a party to the Telegraph Union as coming under the Swiss Confederation; nor, as regards the installations which are the property of the League of Nations, shall it be a party to the Radio-Telegraphic Union as coming under the Swiss Confederation."

Work of the Station : Telegraphy.*

For this purpose are used both the long wave transmitter belonging to Radio Suisse (particularly for European communications) and the short wave station (normally for non-European countries).

The main telegraphic work for the League passing through the station is (1) a regularly weekly news bulletin, which is transmitted by

the Information Section of the Secretariat to States Members. This service was begun in September, 1935. Transmissions are in English, French, and Spanish, on medium waves for European countries and on short waves for overseas countries. They are in the nature of a multiple address telegram of less than 400 words in Morse code. Its purpose is to give news and information to Governments regarding the work of the League. In a certain number of cases, Governments arrange to make these telegrams available to the Press either through their Press Bureau or through agencies. The telegrams are transmitted in French between 8 and 9 a.m. G.M.T. on Fridays by station HBG (71 kilocycles, wave-length 4.225 metres), and in English and Spanish successively between 11 p.m. and midnight G.M.T. by station HBP (7,797 kilocycles, wave-length 38.47 metres) and HBL (9,345 kilocycles, wave length 31.27 metres).

(2) On certain occasions the Secretary-General sends special telegraphic communications to Governments through Radio-Nations. These may take the form of individual documents or, particularly in times of crisis, of an extensive series of documents. For example, in the recent Italo-Abyssinian conflict, there were a series of transmissions of documents sent to European and non-European Members. The number of words transmitted in 1935 was: by medium wave in French, 107,676; and by short wave in English, 320,371. This documentary service afforded Members of the League, even in distant parts of the world, as rapid, complete and accurate information as was available to the countries closest to Geneva.

A high degree of technical efficiency was attained and the cost was considerably less than by any alternative means of communications. The rapidity and accuracy of the transmission enabled the most distant overseas countries to issue, simultaneously with European countries, laws and regulations based on the wireless texts received by them.

* In normal times the station would be responsible for the service of telegrams between the Secretary-General and the delegations and as many non-European Governments as possible. . . . The station would also provide—to the extent necessary to meet the requirements of the League and the States Members—a service for the broadcasting of circular telegrams for the information of Governments and administrations, and—in certain cases—of the Press. Most of the big national stations have a service of this kind; it would not only help to make the work of the League known, but would be instrumental in tightening the bonds between the League and the non-European States. As things are at present, these non-European States are placed at the disadvantage by distance, and often receive information and documents late by post, whereas they could receive them by wireless, free of charge, once such a service was organised.

Broadcasting and Telephony.

For this the League short wave station alone is used and not the Radio Suisse, long wave, which is a telegraph and not a broadcasting station. The short wave station can be used, from the technical point of view, for broadcasting or telephonic communication in Europe, the appropriate wave lengths for the purpose being approximately between 50 and 70 metres. In fact, however, no broadcasting in Europe has been done by the League. This is partly because of the language difficulty and partly because short wave reception in Europe is less reliable than in overseas countries, and the use of short wave receiving sets is nothing like so common in Europe as overseas.

At present the League has no facilities for broadcasting on long or medium waves, and could undertake such a service only by arrangement with national broadcasting services in Switzerland or in other countries.

Indirect Broadcasting.

The possibility exists, however, of the use of indirect broadcasting in Europe, *i.e.*, by means of records made in Geneva and sent by mail to national broadcasting services for transmission by the proper stations. Apparatus suitable for the making of records of different kinds, for use either in Europe or overseas, or for transmission from Radio-Nations itself, is being acquired by Radio-Nations in the near future.

Existing Radio-Nations Services.

The present *broadcasting and telephonic* services of Radio-Nations comprise the following :

(1) A weekly broadcast telephonic bulletin lasting about ten minutes on the work of the League, arranged by the Information Section of the Secretariat. These broadcasts were begun in September, 1932. They are given on Saturday nights in English from 10.30 to 10.45 p.m., in French from 10.45 to 11 p.m., and in Spanish from 11 p.m. to 11.15 p.m. (Greenwich Mean Time), the wave-lengths used being 38.47 metres and 31.27 metres. The same bulletin is made available to Australia and New Zealand by a special transmission which takes place on Monday mornings between 6 and 7 G.M.T., the time varying according to the season and the wave-length being 26.31 metres. In the case of these two countries, the broadcasts are recorded by the national broadcasting authorities and are relayed over the national stations in the national programme, at the most suitable time to secure the maximum number of listeners. This arrangement, which has come into effect only in recent months, is unique in

character and secures for the broadcast more favourable conditions than exist in any other countries.

(2) Occasional broadcast relay service (point to point) arranged by the Information Section of the Secretariat and the International Labour Office. Relays of this kind have been made with New York, Rio de Janeiro, Buenos Aires, Sydney, Wellington, and Tokio

RADIO-NATIONS IN TIMES OF EMERGENCY.

The use of the League wireless station in times of emergency forms part of a wider question. "For a number of years the Assembly and the Council have attached the highest significance to the question of communications indispensable to the working of the League at times of emergency. From the point of view of communications, a "time of emergency" occurs whenever, owing to a political situation, Governments are obliged to adopt measures modifying the working of the normal means of communications. To ensure the effective working of the League and all its organs at such times, it has been found essential that certain practical measures should be foreseen and that there should be a guarantee that such measures would be rapidly executed in the case of necessity." *

Communications in General.

As the Assembly indicated in a resolution passed at its eighth session (1927), these practical measures refer "particularly to telephonic communications between the seat of the League and the different capitals, the identification of aircraft making journeys of importance to the League of Nations at times of emergency, the establishment of a radio-telegraphic station at the seat of the League, the adaptation of a landing-ground in the neighbourhood of the seat of the League, and, more generally, provisions enabling the League of Nations to be prepared at any moment to meet any emergency with the greatest possible rapidity."

Conditions of League Control.

By the terms of the Agreement between the Swiss Federal Council and the Secretary-General regarding Radio-Nations, "As soon as the Secretary-General notifies the Swiss Government that a period of emergency has begun, the Radio-Nations shall pass under the exclusive management of the League of Nations.

* See the practical summary of the results of the League's studies and decisions and the facilities offered by Governments, prepared by the Communications and Transit Organisation, "Systematic Survey of the Regime of Communications of importance to the working of the League of Nations at times of Emergency."

The latter shall, at its own risk, take possession of the whole of the installations, including the long-wave transmitter and all other wireless installations with which the station may subsequently be supplied." Under Article 3, "The Swiss Government shall give the station and the installations connected therewith, at all times, the same protection and the same security as it gives to the premises of the League of Nations. The legal status of the station in times of emergency shall be the same as that of the buildings of the League of Nations." According to Article 9, the Swiss Government has the right to be represented at the station by an observer whose duties are, in accordance with the resolution adopted by the Council on March 9th, 1929, to verify the origin or destination of official messages. Under Article 9 also "The Secretary-General and the services controlled by him shall refrain from transmitting through the station any communication of a nature to affect the regime of the neutrality of Switzerland as defined in the Declaration of London of February 13th, 1920." The Assembly itself, in a resolution at its 1929 session, declared that "the use of this station by the League of Nations in times of emergency can in no case be invoked against Switzerland as affecting her international responsibility."

Priority of Telegrams.

Priority of all League telegrams exchanged in case of a threat of war in connection with the application of Articles 15 and 16 of the Covenant (whether emanating from the President of the Council, the Secretary-General, a Member of the Council, or a member of a Council mission) over all other telegrams, is provided for in an amendment made in 1932 to the Telegraphic Regulations annexed to the International Convention on Telecommunications. The Assembly, in 1932, declared that "this new provision is to be taken as applying generally to any telegraphic communication at times of emergency whatever article of the Covenant may be involved." This view is in accordance with the principle asserted by the 1927 Assembly that "it is the obligation of the States Members of the League to facilitate by every means in their power the rapid meeting of the Council at times of emergency."

A special Radio-Nations Code came into force on September 21st, 1936. The purpose of this is to facilitate rapid and effective contacts, by cable and telegram and at a minimum of expense, with all Government radio stations, when communications of an exceptional character

are to be made *via* Radio-Nations by the Secretary-General.

Nature of Emergency Service.

The nature of the services which Radio-Nations would render in times of emergency are defined as follows by the Transit and Communication Organisation :

"In times of emergency the station would allow of permanent communication being maintained between the seat of the League and countries threatened by a conflict. It would ensure direct communications between the Secretariat or the delegations at Geneva and the Governments of most of the States Members of the League, or any special missions which the Council might send to study the situation on the spot in times of emergency. It would, in general, make it possible to avoid utilising the services of third countries, and would ensure for the League the same measure of independence with regard to its telegraphic communications as is ensured to the Governments of the various countries by their national wireless stations. As, in times of emergency, the laws of most countries provide for national communications to come under the military or naval authorities, the existence of such a station would be the only means of rendering communications connected with the work of the League independent of these authorities. It would also ensure more rapid communications, in times of emergency, as at such times it is inevitable that national communications should be devoted primarily to meeting the requirements of national defence in the various countries."

2. HEALTH ORGANISATION.

International Exhibition of Rural Housing.

The work of the Health Organisation with regard to problems of rural hygiene will be amply demonstrated at the International Exhibition of Rural Housing, which is being planned to show the results of the enquiry into the living and housing of rural populations in Europe which the League has been carrying out with the assistance of the principal Institutes and Schools of Hygiene. This Exhibition will form part of the Paris International Exhibition of Arts and Technique in Modern Life (1937) and will consist of a series of national exhibits, each country being left free to plan its contribution as it sees fit, subject, however, to conformity with a general plan.

The Exhibition will deal with the Dwelling House and its outbuildings, which it will endeavour to place in its proper setting, *i.e.*, the rural community of which each house and each farm is a component part. Thus, the Exhibition will illustrate all modern inventions of use and interest to the whole community whereby the general welfare and the health and social levels may be improved. It will show,

for instance, the general water supply service (with conduits, shower and swimming baths), sanitation, health centres, social health dispensaries, village hospitals and maternity homes, churches, schools, playgrounds and playing fields, social clubs and centres, libraries, cinema, wireless and other amenities for the employment of leisure, etc.

The whole will be designed to illustrate the efforts being made to combat the isolation of the village and its inhabitants and to counteract the attractions of the town and the consequent depopulation of the countryside, thereby illustrating the progress made and stimulating further efforts for the improvement of the technical and social aspect of living conditions in country districts.

The Secretary-General has forwarded a preliminary scheme for the International Rural Housing Exhibition to Governments, asking them to consider in what way they may arrange for their country to be represented.

VI.—INTELLECTUAL CO-OPERATION.

I. INTERNATIONAL CONFERENCE ON HIGHER EDUCATION.

A Committee which met on November 24th at the Institute of Intellectual Co-operation under the chairmanship of M. S. Charlety, member of the French Institute and Rector of the University of Paris, decided to organise an international Conference on Higher Education within the general framework of the 1937 Exhibition.

The last international Congress on this subject was held in Paris in 1900. Since that date, institutions of higher education have altered, and an exchange of views therefore seems extremely desirable. The projected Conference, which would be organised by the *Société française de l'enseignement supérieur* and the International Institute of Intellectual Co-operation would be more in the nature of a Conference than a Congress. The questions which it would be called upon to discuss would be of a concrete and well-defined character.

The Organising Committee believes that questions relating to the choice of teachers and to the status of students cannot fail to interest university men in all countries. The recruiting of teachers is a far more complicated problem today than in the past. It is desirable that consideration be given to the ever-increasing specialisation that develops concurrently with the creation of laboratories and institutes, to the diversity of the methods of university

3. ECONOMIC AND FINANCIAL ORGANISATION.

Customs Nomenclature.

The Expert Sub-Committee on the Unification of Customs Nomenclature met at Geneva on November 17th.

The Sub-Committee proceeded to a revision of the draft Unified Customs Nomenclature, prepared by the Committee on Customs Nomenclature, in the light of the observations made by Governments.

Two expert chemists were present to assist the Sub-Committee in revising the chapter on chemical products.

The following took part in the meeting: M. Fighiera (French), Chairman, M. Magnette (Belgian), M. Comte (Swiss), M. Sandquist (Swedish), M. FafI (Czechoslovak), and M. Fleurent (French) and M. de Hornstein (Swiss), chemical experts.

tuition and to the adoption of more flexible rules for the appointment of teaching staffs which would take these different methods into account. Furthermore, confronted as they are with constantly increasing numbers of students of both sexes, universities are under a moral obligation to guide them into proper channels and to organise their studies. The present status of the student will therefore be examined; this will involve the discussion of such questions as access to universities, conditions of life for men and women students and the careers open to them on leaving the university.

The following attended the Committee's meeting: M. Petit-Dutaillis, member of the French *Institut*, Director of the *Office National des Universités françaises*; M. J. Toutain, Secretary-General of the *Société de l'enseignement supérieur*; M. A. Boissard, Head of the Congresses Section of the Exhibition Commissariat, and M. H. Bonnet, Director of the Institute of Intellectual Co-operation.

2. MEETING OF THE BUREAU OF THE INTERNATIONAL COMMITTEE ON POPULAR ARTS AND FOLKLORE.

The Bureau of the International Popular Arts Committee met on November 28th at the International Institute of Intellectual Co-operation in Paris, under the chairmanship of Senator E. Bodrero, President of the Italian Committee on Popular Arts.

M. Bodrero began by paying a tribute to the memory of M. G. Julien, Honorary Colonial Governor and French member of the Committee, who died in August last, after devoting a considerable part of his activities to the cause of popular art and ethnological research in France and abroad.

The Bureau, whose technical secretariat alone had so far been provided by the International Institute of Intellectual Co-operation, decided to entrust the whole of its work henceforth to that organisation. One of the duties devolving upon the Institute will be to co-ordinate the work of the thirty or more national Popular Arts Committees at present in existence.

The Bureau approved the early publication by the Institute of a second volume on *popular music* *; the work would again be produced under the direction of M. Lajta, the Hungarian expert on the subject. The following countries will be dealt with in the volume: Australia, Austria, Bulgaria, China, Denmark, Greece, Hungary, Ireland, Lithuania, Spain, Switzerland, United States, U.S.S.R. and Yugoslavia.

On the proposal of M. Marinus, the Bureau asked the Institute to undertake a new series of enquiries, the first of which would have as its subject "*the symbolism of folklore and popular arts*." The intention is to solicit the collaboration of all competent authorities with a view to compiling an inventory of decorative features which have or have had a symbolic meaning in popular arts and folklore. The object of this enquiry will be to trace the common sources in which certain symbols still current in the present-day life of different peoples had their origin.

At the request of M. Bodrero, international action will also be initiated with a view to utilising the cinematograph for recording the traditional technique still employed in modern craftsmanship.

The following were present at the meeting: M. de Reynold (Switzerland); M. A. Marinus, Director of Historical and Folklore Researches in Brabant; M. R. Dupierreux; Mme. C. Baudoin de Courtenay-Jedrzejewicz, Chairman of the Polish Committee on Popular Arts; M. Baud-Bovy, President of the Swiss Federal Commission on Fine Arts, and M. A. G. van Erven Dorens, Director of the Netherlands Open Air Museum, Arnhem.

3. MEETING OF THE PERMANENT COMMITTEE ON ARTS AND LETTERS.

The Bureau of the Permanent Committee on Arts and Letters met on November 27th at the

* See Monthly Summary, Vol. XV., No. 7, page 169.

International Institute of Intellectual Co-operation under the chairmanship of M. Paul Valéry of the French Academy.

The Committee decided to continue the series of "Conversations" which have been organised since 1931 under its auspices and held successively in various cities of Europe and America: Frankfurt-on-Main, 1932; Paris, 1932; Madrid, 1933; Venice, 1934; Nice, 1935; Budapest and Buenos Aires, 1936.

In July, 1937, on the occasion of the International Exhibition of Modern Art and Technique, the Permanent Committee will organise a further Conversation in Paris; eminent writers will be specially invited to participate and the meetings will be held at the International Institute of Intellectual Co-operation.

The subject of the Conversation may be defined as follows: the *Future of Literature*. The subject would be discussed from the three-fold standpoint of (1) the author (position and status), (2) language (written language, spoken language, new means of expression), and (3) the reader or listener. The Conversation will close with an exchange of views on the future rôle of literature.

The following attended the Committee's meetings: Mlle. Gabriela Mistral, Mlle. Hélène Vacaresco, M. Paul Hymans, M. Henri Focillon, M. de Reynold, and M. Pilotti.

4. IBERO-AMERICAN COLLECTION.

The Publications Committee of the Ibero-American Collection met on November 27th under the chairmanship of M. G. de Reynold, at the International Institute of Intellectual Co-operation.

It will be remembered that literary works of the following countries have so far been published by the Committee: Argentina—*Facundo*, by Sarmiento; Brazil—*Le diamant au Brésil*, by Joaquin Felicio dos Santos; *Dom Casmurro*, by Machado de Assis; Chili—*Historiens chiliens*; Cuba—*America*, by Marti; Porto-Rico—*Essais*, by Hostos; Venezuela—*Bolívar, Lettres et Discours*.

The Committee was informed of the forthcoming publication of a second Argentine volume—*Mis Montañas*, by Gonzalez—which would bring up to eight the total number of works at present composing the Collection.

The Committee expressed the wish that a third Argentine work be published, and for its part was prepared to give favourable consideration to the well-known volume on the life of the *gauchos*: *Martin Fierro*, by Hernandez.

On a proposal by Mlle. Gabriela Mistral, a volume of studies on Chilian Folklore was also selected. It might consist of works by the three most eminent Chilian authorities on that subject—Vicuna Cifuentes, Lavalle, and Guevarra. Mlle. Mistral and Professor Paul Rivet would be asked to write the prefaces.

M. Francisco Garcia-Calderon informed the Committee that it would no doubt be possible to publish the first Peruvian volume—*Traditions péruviennes*, by Palma, in March, 1937.

A first Uruguayan volume—*Théâtre choisi*, by Florencio Sanchez—will also be available to readers.

Finally, it was decided that works representative of Ecuador, Colombia, and Mexico should be brought out in due course.

The following were present at the meeting : Mlle. Gabriela Mistral, M. Roberto Gache, M. Francisco Garcia-Calderon, M. le Gentil, M. Paul Rivet, and M. Aurelio Vinas.

5. JAPANESE COLLECTION.

The Committee for the Preparation of the Japanese Collection met on November 6th in Paris to select works to be published in the forthcoming volumes of the Collection.

In view of the success of the first volume of the Collection, the "Haï Kai of Bashô and his Followers," the Committee decided that a second edition could be published containing a short introductory monograph on the "Haï Kai."

Professor Anesaki's work, "Art, Life and Nature in Japan," although written in English, was specially selected by the Committee, as an exceptional measure, for early translation and publication, since it appeals directly to the European public. The Committee, however, observed that it was of greater importance to publish books written in Japanese, as only experts were acquainted with that language.

As regards the novel of the Meiji period which is to be Volume II. of the collection, the names of different authors were put forward. The Committee decided that M. Sato, its Secretary-General, should come to an agreement with the Tokio Society of International Cultural Relations, on the occasion of his visit to Japan, as to the final choice of the novel of the above period that is to be published.

The publication of the Tokugawa period novel, "Kôshoku-Itchidai Onna" (A Pleasure-Loving Woman), gave rise to observations from a number of members of the Committee.

Baron Dan, Director of the Tokio Society for International Cultural Relations, said that the Japanese Government was much interested

in the work of the Japanese National Intellectual Co-operation Committee, and that possibly a sum of 10,000 yen would be granted it in 1937. The Committee thanked Baron Dan for the information and asked him to forward an expression of the Institute's gratitude to the Japanese Government.

The following were present at the meeting : Baron Dan, Director of the Tokio Society for International Cultural Relations ; Mr. Hague-nauer, Professor at the School of Modern Oriental Languages ; Mr. Mitani, Japanese delegate accredited to the Institute ; M. Bonnet, Director of the Institute ; M. Braga, Technical Adviser on Literary Questions ; M. Sato, Secretary-General of the Committee ; and M. Secretan, Secretary-General of the Institute.

6. AUTHORS' RIGHTS.

A Conference of delegates of American States was held on November 23rd at the International Institute of Intellectual Co-operation under the chairmanship of M. Francisco Garcia-Calderon, Peruvian Minister, to consider questions relating to the statute of authors' rights.

It will be remembered that there are at present two systems governing these : the Berne Convention and the Pan-American Convention of Havana.

For the last two years efforts have been made, both in America and in Europe, to harmonise these two systems on the basis of concordant resolutions voted by the League Assembly and the Pan-American Union.

There is now good reason to hope that a world statute will be drawn up at a general conference which will bring together all the countries of the world and which the Belgian Government proposes to convene, probably in the late spring of 1938, when the next Conference for the revision of the Berne Convention is held.

For these reasons, a Conference of Government delegates made an appeal to the Governments of the American continent asking them to consider favourably the various proposals that would be submitted to them.

The following were present at the Conference, in addition to the delegates of the American States : M. da Fonseca Hermes and M. Renato Almeida, members of the Brazilian Committee on Authors' Rights ; M. Folie, representing the Belgian Department entrusted with the preparatory work for the revision of the Berne Convention ; and M. Pilotti, Deputy Secretary-General of the League of Nations, representing the International Institute for the Unification of Private Law.

VII.—SOCIAL AND HUMANITARIAN QUESTIONS.

TRAFFIC IN OPIUM.

I. *Meeting of the Permanent Central Opium Board.*

The Permanent Central Opium Board held its twenty-ninth session in Geneva from November 23rd to 29th, with Mr. Lyall (British) in the chair.

In its report to the Council the Board dealt with the way in which Governments had carried out their undertakings under the 1931 Limitation Convention as regards manufacture, imports, consumption, conversion and stocks of drugs covered by the Convention.

The Board stated that a study of the statistics showed that in 1935 the principal objects of the Limitation Convention had been attained as regards licensed manufacturers and that, in the main, the quantities manufactured and the amount of stocks in hand at the end of the year were not excessive.

In its report the Board called attention to the great difference as regards the quantities of raw and medicinal opium consumed in various countries. A similar variation in certain countries in the consumption of coca leaves and Indian hemp is being made the subject of enquiry by the Board.

The increased consumption of morphine in certain countries (*e.g.*, the U.S.S.R. and Japan) was believed to be due to medical development and to the substitution of morphine for heroin in medical practice.

As regards the stocks of drugs in general medical use, the amount in hand at the end of 1935 was rather less than enough to cover one year's consumption. In the case of codeine, there was scarcely enough for six months' consumption. As regards the stocks of raw materials (raw opium), the amount in hand at the end of 1935 was, in most countries, about the same as at the beginning of the year.

In a section on discrepancies between exports and imports, the Board called attention to seventy-three tons of raw opium, which were originally reported as having been shipped from Iran to the Straits Settlements and which the Iran Government subsequently reported as having been shipped to Manchukuo. The Board has received no statistics in respect of this quantity. Other discrepancies as regards raw opium, coca leaves, morphine, and diacetylmorphine are being investigated. The Board remarked that the international trade in diacetylmorphine had now shrunk to small dimensions.

The Board lays emphasis on the fact that fewer narcotic substances were seized in 1935 than in 1934, the only exception being cocaine and Indian hemp. It seemed possible that drug addicts were resorting to these drugs because of the increasing difficulty of obtaining morphine and heroin.

Seizures of manufactured drugs were, for the most part, small, but the quantities seized and not disposed of at the end of the year were considerable in some cases. This was especially the case in respect of diacetylmorphine, the legitimate use of which is decreasing. It was noticed, however, that considerable quantities of seized diacetylmorphine had been converted into codeine.

In a final section the Board referred to the calculated yields of morphine extracted from opium in 1935.

The meeting of the Board was attended by Mr. Lyall (British), Chairman, Sir Atul Chatterjee (Indian), Mr. H. L. May (American), Mr. S. Kusama (Japanese), M. D. Milicevic (Yugoslav), Professor Tiffeneau (French).

2. *Estimated Requirements of Dangerous Drugs.*

The "Estimated World Requirements of Dangerous Drugs in 1937," an annual statement prepared by the Supervisory Body under the Drugs Limitation Convention of 1931, has been circulated to Governments. In despatching this document the Supervisory Body expressed the desire that all Governments would sign in the shortest possible period the *procès-verbal* altering the date of distribution from November 1st to December 1st. Of the sixty States parties to the Convention, thirty-one have so far signed this *procès-verbal*, which cannot enter into force until the remaining twenty-nine States have also signed it.

The Statement establishes the limits for the legitimate drug trade during the ensuing year. It contains estimates of requirements for all countries and territories of the world, the numbers being seventy-three and one hundred and five, respectively. In addition to these one hundred and seventy-eight separate administrative units, there are three countries and ten territories where Customs unions or special administrative arrangements exist; in these cases figures are included with those of other countries or territories.

The Supervisory Body examined and passed estimates furnished by sixty-one countries and

eighty-eight colonies or dependent territories. As regards nine countries and seven territories for which no estimates were received, these were framed by the Supervisory Body. Six of the countries supplying the required information were non-parties to the Convention. Amongst the nine for which estimates had to be made by the Supervisory Body, four were parties to the Limitation Convention—Spain, Ecuador, Haiti, and Peru—the remaining five being Argentina, Bolivia, Ethiopia, Liberia, and Paraguay.

Since the Limitation Convention came into force the number of countries and territories which have themselves furnished estimates of their requirements has increased each year, and consequently the number for which the Supervisory Body has had to frame estimates has decreased. The number of those sending in their returns was: in 1933, 45; 1934, 54; 1935, 59; 1936, 61. In the case of territories the situation is similar. The Body had to frame estimates for thirty-one territories in 1933 and for seven only in 1936.

The increasing efficiency in the general administrative application of the Convention is also seen from the decreasing number of cases in which the Supervisory Body has had to ask Governments for explanations or supplementary information. Such requests were made to 28 countries in 1934, 23 in 1935, and 18 in 1936. As a result of requests for explanations this year, *i.e.*, in respect of estimates for 1937, morphine estimates were reduced by 603 Kgs.

A further indication of the improvement in the application of the Convention mentioned by the Supervisory Body in its statement is the tendency of Governments to approximate more closely to their real needs in making their estimates. Annual statistics available this year show, for example, that in 1935 the seventeen manufacturing countries engaged in converting

morphine into other drugs used 22 tons of morphine for the purpose. Their morphine conversion estimates for 1936 had, however, been no less than 36½ tons—an over-estimate of 65 per cent. as compared with the year 1935. The attention of Governments was called to this matter by the Supervisory Body, and there was a reduction of 6½ tons in the morphine conversion estimates for 1937 as compared with 1936.

One of the most puzzling features in connection with the legitimate use of dangerous drugs, as observed now over a period of years, have been the considerable divergencies in the consumption of particular drugs per head of population in countries which are more or less similar from the point of view of their medical practice. In order to throw, if possible, some light on this problem, the Supervisory Body has annexed to its Statement for 1937 a comparative table showing for certain countries (grouped according to continents) the consumption of drugs per million inhabitants. It is hoped that the Governments and Public Health authorities in these countries will study the causes of the divergencies revealed in this table.

World requirements of the following drugs were estimated for 1937 as follows: morphine, 40,976 Kg., including amounts required for conversion into other drugs, mainly diacetylmorphine, codeine, and dionine (45,978 Kg. in 1936); diacetylmorphine (heroin), 965 Kg. (878 Kg. in 1936); cocaine, 4,976 Kg. (4,924 Kg.); dihydrohydroxycodine (eucodal), 238 Kg. (248 Kg.); dihydrocodeinone (dicodide), 190 Kg. (219 Kg.); dihydromorphinone (dilandide), 131 Kg. (103 Kg.); acetylodihydrocodeinone (acedicone), 77 Kg. (70 Kg.); morphine-n-oxide (genomorphine), 6 Kg. (8 Kg.); thebaine, 644 Kg. (624 Kg.); methylmorphine (codeine), 25,724 Kg. (30,598 Kg.); ethylmorphine (dionine), 3,199 Kg. (3,603 Kg.).

VIII.—PUBLICATIONS AND LIBRARY QUESTIONS.

I. ANNOTATED BIBLIOGRAPHY OF THE PRINCIPAL WORKS ON THE LEAGUE OF NATIONS, CATALOGUED IN THE LEAGUE OF NATIONS LIBRARY FROM AUGUST-OCTOBER, 1936.

ACHOUBE-AMINI, H.

Le conflit de frontière irako-iranien. Paris, Delalain, 1936, 108 p., maps.

Historical survey of the dispute between Iran and Iraq. The manner in which it was

submitted to and discussed before the League of Nations.

BALDONI, C.

La Societe delle nazioni, sue fonzioni e sue riforma. Milano, 1936, 10 p. (Istituto per gli studi di politica internazionale. Milano, Primo convegno nazionale per gli studi di politica estera. Relazione. v. 2.)

The Italian point of view.

BAM, O.

Der Krieg um Genf. Wien, Reinhold Verlag, 1936, 335 p.

Having analysed the different phases in the struggle of the public opinion for and against "Geneva," the author concludes that it is not only the fate of an academic League of Nations that is at stake but of humanity itself.

BASILESCO, N.

La Société des Nations devant les conflits internationaux et spécialement devant le conflit italo-éthiopien. Bucarest, 1936, 137 p.

Critical analysis of the Covenant statement of the procedure of the League of Nations in the Italo-Ethiopian conflict and criticisms of the League's judgment against Italy.

BROWN, St. J.

Catholics and the League of Nations. Dublin, League of Nations Society of Ireland, 1929, 32 p.

Internationalism and the League of Nations from the Catholic point of view.

DIAMANDESCO, J.

Le problème de l'aggression dans le droit international public actuel ; deux aspects de l'organisation répressive, définition de l'aggression et détermination de l'agresseur. Paris, A. Pedone, 1936, 252 p.

HILLSON, N.

Geneva scene. London, Routledge, 1936, 303 p.

Vivid description of the League of Nations, its international meetings, and the personalities that have taken part in them.

PEREZ GERRERO, M.

Les relations des Etats de l'Amérique latine avec la Société des Nations. Paris, A. Pedone, 1936, 230 p.

The States of Latin America in the League of Nations, their co-operation with the League : juridical, constructive, and pacific.

RICCARDI, R.

Le sanzioni e i sanzionisti. Roma, Castaldi, 1936, 53 p.

The economic results of the sanctions applied to Italy on the countries of Central Europe and the Balkans and on the British Empire.

ROYAL INSTITUTE OF INTERNATIONAL AFFAIRS.

The future of the League of Nations ; the record of a series of discussions held at Chatham House. London, 1936, 187 p.

Discussions on the possible revision of the Covenant introduced by eminent experts in international relations.

SCHWARZENBERGER, G.

The League of Nations and world order ; a treatise on the principle of universality in the theory and practise of the League of Nations. London, Constable & Co., 1936, 191 p.

Short survey of the conception of a universal peace organisation before the creation of the League of Nations and detailed analysis of the realisation of this conception in the Covenant and in the work of the various organs of the League.

2. THE ARMAMENTS AND THE TRADE IN ARMS YEAR-BOOKS.

The twelfth volume of the Armaments Year-Book compiled by the League has just been published.

The Year-Book combines in a single volume and arranges on a comparative basis a set of data derived from official publications. The sources of the information are given in a detailed bibliography.

Particulars are furnished on the organisation of the army, navy, and air forces of sixty-four countries, and on colonial forces.

For most of the countries this information is given up to June, 1936. In the case of effectives provided for in the budget and of expenditure on national defence, it generally covers 1936 or 1936-37.

Each country is dealt with in a separate monograph divided up into four chapters : I. Land Army ; II. Air Force ; III. Navy ; IV. Expenditure on National Defence. Information concerning the army is given under the following headings : Main characteristics of the armed forces ; Organs of military command and administration ; Territorial military areas ; Organisation and composition of the army (higher units, arms, and services) ; Police forces, etc. ; System of recruiting and period of service ; Cadres (recruiting, promotion schools) ; Preparatory military training and para-military instruction ; Passive defence against aero-chemical attacks—civil and industrial mobilisation ; Army effectives.

The information on national defence expenditure is of special interest this year, in view of the fact that budgetary limitation is one of the matters that may be taken up again by the Bureau of the Disarmament Conference.

There are two important annexes : the first giving the texts of general or regional Conventions and Treaties for the limitation of armaments concluded during the past hundred years. They include the London Naval Treaty of 1936

and the Convention regarding the Régime of the Straits signed at Montreux in July, 1936. The second annex contains a series of statistical tables showing the chief characteristics of the armies, together with the age composition of the male population of different countries, etc. A chapter is given on world military expenditure from 1925 to 1934, the amounts being in billions of gold dollars.

The Year-Book has to rely upon information which is both official and public; it follows therefore that it relates to the organisation of the forces of the different countries on a peace basis. Nevertheless, a careful study will enable conclusions to be drawn regarding the general trend of military policy. The figures for world expenditure on defence and world naval tonnage tell their own tale.

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World Trade in Arms and Ammunition.

The twelfth edition of the Statistical Year-Book of the Trade in Arms and Ammunition, prepared by the Disarmament Section, has just been published. The new edition gives data concerning 62 countries and 61 colonies, protectorates, and mandated territories.

The information is taken from the official statistical publications which all countries, whether members of the League or not, send in regularly.

The Year-Book is divided into three parts. The first gives a number of tables showing the situation in each country taken separately, in alphabetical order. Figures are given for the past five years. The information on which these tables are based is taken from official and public documents which appear in Part III. The most interesting part of the book is certainly the second, giving a number of tables as a general summary, showing the aggregate figures for world trade in arms and ammunition and enabling the order of importance of each exporting and importing country to be seen, the value of the exports and imports being converted into a single currency, gold dollars.

This second part of the Year-Book covers a period of seven years, and has a table of the movement of world trade in arms and ammunition.

This table clearly shows the effect of the depression since 1929 on arms export. But the falling off is less than that of other exports. For whereas general exports show a considerable decline since 1930, that of the export of arms, ammunition, and war material between 1930 and 1932 inclusive was proportionately much

less. Moreover, since 1933 there has been a rise in arms exports, whereas in general trade such an improvement is not to be noticed.

A study of the various parts of the volume will show that where disturbances have taken place during recent years, the arms trade statistics indicate an increase in the traffic, not only by the countries themselves concerned, but also by their neighbours. For instance, in the case of the Chaco war, there is much evidence of an increase in arms import by the belligerents and also by surrounding States. There are traces of an export of arms to Spain even at the end of 1935. There are similar signs of an import into Manchukuo and Jehol from the chief exporting countries in 1935. More than 93 per cent. of these imports are from Japan and Germany.

Statistics of arms exports from Italy have been furnished down to the end of 1935.

The chief exporting Power until 1933 was Great Britain. But in 1934 exports from Czechoslovakia were greater than those from the United Kingdom, rising to 21.1 per cent. of the world total, whilst that from the United Kingdom was only 20.6 per cent. The figures for 1935 are only provisional; these show that the two above countries were about level. Exports from Great Britain, France, and the United States have considerably declined during recent years.

3. MONTHLY BULLETIN OF STATISTICS.

The October number of the MONTHLY BULLETIN OF STATISTICS contains, in addition to the usual tables, information on recent measures affecting the gold value of currencies and exchange rates, on world monetary gold reserves, on the merchant marine, and on the movement of world trade.

The *chief measures affecting exchange rates* are given in a table which has been brought completely up to date and gives information on the official suspension of the gold standard, the introduction and suppression, if any, of exchange control, the depreciation or devaluation in relation to gold and the introduction of a new gold parity where this has occurred. This issue also contains a special graph of the actual gold value of the currencies of 54 countries in percentages of their gold parity in 1929.

The visible monetary gold reserves have changed considerably during the first nine months of 1936. Expressed in old gold dollars, they have declined in France by 635 millions, Poland 8 millions, Germany 5, and Czechoslovakia 2 millions, whereas they have

increased in the United States by 425 millions, United Kingdom 238, Sweden and Switzerland 33, Belgium 27, Japan 17, Netherlands 10, Norway 8, Yugoslavia 2, and Rumania 1 million.

The *statistics of the world's merchant marine* vary according to different countries. Tonnage launched in the whole world increased by 30% during the third quarter of 1936 as compared with the first quarter, and by 95% as compared with the third quarter of 1935. The increase was especially great in Germany, Danzig, Denmark, United States, Japan, Norway, Netherlands, Great Britain, and Sweden. But there was a diminution in France and Italy. On the other hand, tonnage under construction in the world increased by 77% during the period September, 1935–September, 1936. As a general rule, the tonnage under construction increased in all the above countries, including France, save in Italy, where it fell off.

The *gold value of world trade* diminished slightly during August as compared with the previous month. But it was 8.7% higher than in August, 1935. The gold value for the first eight months of 1936 was 8.5% higher than during the same months of 1935. The rise in the quantum of world trade was, however, less than the increase in gold value, for account must be taken of the fact that gold prices have risen about 5% since last year.

The *movement of trade balances* in 20 countries during 1932–1936 (August) is shown in a special graph.

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The November number of the Bulletin gives, in addition to its recurrent tables, special information on World Trade, the movement of wholesale prices in gold, and national currencies and bond yields.

The *gold value of world trade* during the month of September, 1936, showed, in accordance with the usual seasonal tendency, an increase of 5.7% over the preceding month. In comparison with September, 1935, the increase was about 13% (imports ÷ 15%, exports ÷ 11.5%).

The *gold value of trade in the third quarter of 1936* was 10% higher than in the corresponding period of 1935. As the gold prices of goods entering into international trade have risen during the same period by only 6%, the quantum of world trade in the third quarter of 1936 was about 4% greater than in the same period a year ago.

The *indices of wholesale prices* in national currencies show that in almost all countries

the upward tendency of the price movement has continued and in many cases been accentuated since the middle of the current year.

Industrial production continued to increase in the third quarter of 1936 in most countries for which production indices are available. In many cases the industrial output has risen far above the 1929 level. Among countries which have so far lagged behind in recovery the improvement during the last 12 months has been particularly marked in the United States and Canada. Between September, 1935, and September, 1936, industrial production increased by 22.4% in the former and by 14.5% in the latter country, to reach in both cases a level some 8% short of the 1929 average.

Index figures showing the effects of the recent currency alignment on industrial production in France and the Netherlands are not yet available.

With the general recovery or expansion of industrial output the *market value of industrial shares* is rising rapidly in most countries. The index of share values in the United States, as shown in a special diagram in this issue of the Bulletin, has risen steadily since March, 1935; by October, 1936, it stood 82% above its level of that month. The corresponding index for Canada rose by 61% between March, 1935, and September, 1936.

The effect of the currency changes of September last on industrial values in France and Switzerland is reflected in a sudden rise in their share indices between August and October of 41% in France and of 28% in Switzerland. (For the Netherlands no index for October is as yet available.) A simultaneous, though more moderate rise in the prices of French and Swiss Government bonds implying a fall in their yields denotes a substantial reduction in long term interest rates in these countries after devaluation.

4. INTERNATIONAL TRADE STATISTICS, 1935.

The Economic Intelligence Service of the League of Nations has just published the 1935 edition of *International Trade Statistics*. This volume analyses the foreign (import and export of merchandise and of bullion and specie) for sixty-five countries accounting for about 95% of total world trade. It contains more than 300 tables, and forms a book of reference, condensing into a convenient space an immense quantity of statistical publications issued by the Governments of the world. A detailed list of the sources drawn upon is given at the end of the volume. For an outline of the general trends of international trade, accom-

panied by synoptic statistical tables, the reader should turn to previous volumes on world trade published annually by the League, in particular the "Review of World Trade," 1935.

"International Trade Statistics" gives tables showing the total of each country's imports and exports (special trade) and the balance for the year 1935, distinguishing merchandise from bullion and specie. A second table shows this trade by months for 1934 and 1935. There are also tables giving details of the trade of each country with other countries grouped according to continents. The trade of each is then shown in respect of its principal articles of export and import. Another table gives imports and exports in five classes: live animals, food and drink, raw or partly manufactured materials, manufactured articles, gold and silver. A separate table is also devoted to the latter.

There is a summary showing the percentage distribution (by countries) of each country's imports and exports.

A new and interesting feature of the volume is a specimen table of the international trade statistics of two countries, Canada and Denmark, classified according to the minimum list of commodities for International Trade Statistics. This new international classification has been prepared by the Committee of Statistical Experts under the International Convention on Economic Statistics of 1928. Up to the end of 1936 about twenty countries had declared themselves willing to publish statistics in conformity with the new list, as from 1935 or 1936 onwards. The first figures available—those for the two countries mentioned—arrived as the above volume was going to press and have therefore been included.

IX.—FORTHCOMING LEAGUE MEETINGS.

December 17th.—Committee to study the Unification of Methods of Ascertaining the Morphine Content of Raw Opium, Berne.

December 18th.—Preparatory Meeting on the Rural Housing Exhibition, Paris.

December 19th.—Governing Body of the Office of the Institute of Archæology, Paris.

December 21st.—Executive Committee and Governing Body of the Intellectual Co-operation Organisation, Paris.

January 18th, 1937.—96th Session of the Council, Geneva.

March 31st.—Committee for the International Suppression of Terrorism, Geneva.

PERMANENT COURT OF INTERNATIONAL JUSTICE*

I. ELECTION OF THE PRESIDENT AND VICE-PRESIDENT.

On November 25th, 1936, the Court elected its President and Vice-President for the period January 1st, 1937, to December 31st, 1939.

M. J. G. Guerrero (Salvador) was elected President. He had been Vice-President of the Court since 1931.

Sir Cecil J. B. Hurst (Great Britain) was elected Vice-President. He had been elected President for the period January 1st, 1934, to December 31st, 1936.

2. THE PAJZS, CSÁKY AND ESTERHÁZY CASE † (HUNGARY-YUGOSLAVIA).

The oral proceedings in the Pajzs, Csáky, Esterházy Case, which opened on October 26th, 1936, were concluded on November 13th, 1936. On that date, the President of the Court declared the hearings in the case closed, subject to the Court's right, if need be, to call upon the Parties to supply further information.

The Court then commenced its deliberation.

3. THE CASE OF LOSINGER & COMPANY ‡ (SWITZERLAND-YUGOSLAVIA).

On November 25th, 1936, the Registry received from the Agent for the Yugoslav Government in this case a letter dated Belgrade, November 23rd, 1936. In this letter, the Agent for the Yugoslav Government announced that a definite agreement had been reached between the Swiss and Yugoslav Governments to discontinue the proceedings instituted by the Swiss Government's Application; and, in accordance with the Article 68 of the Rules of Court he gave notice that the two parties were not going on with the proceedings and requested the Court officially to record the conclusion of the settlement.

On November 30th, 1936, the Registry received, through the Swiss Legation at The

Hague, a letter to the same effect from the Agent for the Swiss Government.

The Court will shortly make an order on the subject.

4. WATERS OF THE MEUSE § (NETHERLANDS-BELGIUM).

The Agent for the Belgian Government in the case concerning the Waters of the Meuse announced in a letter of October 30th, 1936, that his Government intended to exercise the right afforded it by Article 31 of the Court's Statute, to nominate a person chosen by it to sit as national judge and that it had nominated M. Charles de Visscher, member of the Permanent Court of Arbitration.

In accordance with paragraph 1 of Article 3 of the Rules, this notification was communicated to the Agent for the Netherlands Government, and the latter replied—within the period allowed him for this purpose—that his Government had been glad to learn of the nomination of M. de Visscher and had no observations to make on the subject.

The Netherlands Government filed its Memorial within the time limit fixed, which expired on November 2nd, 1936.

5. LIGHTHOUSES IN CRETE AND SAMOS || (FRANCE-GREECE).

In a letter dated November 5th, 1936, the Greek Under-Secretary of State for Foreign Affairs announced that H.E. M. Nicolas Politis, Greek Minister in Paris, had been appointed Agent for the Greek Government in the Case concerning Lighthouses in Crete and Samos.

In the same letter, it was stated that M. S. P. Seferiades had been nominated as national judge, in accordance with Article 3 of the Rules of Court. This nomination was notified to the Agent for the French Government who was also informed that, in accordance with paragraph 1 of Article 3 of the Rules, the President had fixed December 1st, 1936, as the date by which the French Government might submit its views regarding this nomination.

* This Chapter has been compiled on the basis of information furnished by the Registry of the Court.

† See Monthly Summary, Vol. XVI., No. 10, page 319.

‡ See Monthly Summary, Vol. XVI., No. 10, page 320.

§ See Monthly Summary, Vol. XVI., No. 8, page 247.

|| See Monthly Summary, Vol. XVI., No. 10, page 320.

THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XVI., No. 12.

DECEMBER, 1936.

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I.—THE LEAGUE OF NATIONS IN 1936.

The three outstanding features of the League's activity in 1936 were the abrogation of the measures taken to apply Article 16 of the Covenant in connection with the Italo-Ethiopian conflict ; the decision to consider the application of the principles of the Covenant in order to strengthen the League's authority and the

Assembly's appeal for a return to international economic co-operation.

The League also dealt during the year with other important political problems, such as the repudiation of the Treaty of Locarno and the international consequences of the civil war in Spain.

All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.

The work of the League's technical organisations has been going on steadily, having been concerned in particular with nutrition, the campaign against the traffic in dangerous drugs, refugees, and the use of broadcasting in the cause of peace.

It may be added that the League has moved into its new buildings at Ariana, and that its financial situation is, on the whole, satisfactory.

In opening the Assembly session the President of the Council said :

"The political events of the last few months have put the League to a stern test. A long and sanguinary conflict, the disturbed state of Europe, the increase in armaments—such are the causes of the concern, distress, and anxiety by which the League has been beset. After the difficult trials through which we have passed and the failures which we have had to endure, our only course is to take stock of our position. . . .

But we must not forget that to every new idea, every liberal principle, every effort to attain the ideal, final victory comes only after suffering and failure.

"That is the moment when we must summon all our strength and all the powers of our soul.

"To-day, as always, it is the duty of the Governments of all States, whether Members of the League or not, to ensure the happiness of the peoples and to promote their progress. They must avoid war or any recourse to force as a means of settling disputes. The League of Nations offers them impartial conciliation and justice."

I. LEGAL AND CONSTITUTIONAL QUESTIONS.

The Governments of Guatemala, Nicaragua, and Honduras have given the notice of withdrawal from the League required by Article 1, paragraph 3, of the Covenant.

* * *

On September 22nd, 1936, Bolivia, New Zealand, and Sweden were elected non-permanent Members of the Council.

* * *

The question of the composition of the Council came before the Assembly and the Council, which decided finally that the number of non-permanent seats on the latter body should, provisionally and for a period of three years, expiring in 1939, be raised to 11. Thus, two new seats were created, one of which was granted to Latvia and the other to China.

* * *

The amendments to the Statute of the Permanent Court of International Justice provided for by the Protocol of September 14th, 1929, came into force on February 1st, 1936.

The Assembly decided that States which are not Members of the League but which are parties to the Statute of the Court, may, if they so request, be allowed to take part in the Assembly during the election of members of the Court. Provisionally, Germany, Brazil, and Japan were authorised to vote also in the Council at these elections.

Mr. Manley O. Hudson, M. Hammarskjöld, and Dr. Chang Tien-Hsi were appointed judges of the Permanent Court of International Justice in place of Mr. Kellogg, M. Schücking, and M. Wang.

* * *

Continuing the reorganisation of League committees, the Assembly approved new regulations for the Health Organisation.

As regards the Communications and Transit Organisation, the Assembly asked the Council to call another meeting of the Committee of Experts on the reform of that Organisation to reconsider the question as a whole.

* * *

In response to the recommendation voted by the Assembly on July 4th, 1936, many Governments have sent in proposals for improving the application of the principles of the Covenant. A Committee of Twenty-eight was instructed by the Assembly to study all proposals made by Governments regarding the application of the principles of the Covenant and the problems connected therewith. This Committee met on December 14th and appointed rapporteurs to make a preliminary investigation of the more important questions.

* * *

The Assembly considered two draft conventions, one relating to the International Prevention and Repression of Terrorism and the other to the setting up of an International Criminal Court; these proposals had been laid before the Assembly by a special committee. After a long discussion, the Assembly recommended that this Committee should revise the two drafts in the light of the observations made by Governments, in order that a Diplomatic Conference might be summoned by the Council to deal with them during 1937.

II.—POLITICAL.

After the failure of the attempt at conciliation made by the United Kingdom and French Governments in December, 1935, to put an end to the *Italo-Ethiopian conflict*, the Council in March invited the two belligerents to enter

upon negotiations with a view to a prompt cessation of hostilities.

This new attempt was unsuccessful, and the Council was obliged to state that the war was continuing under conditions which had been declared to be contrary to the Covenant and which involved the execution of the obligations laid upon Members of the League in such a case by the Covenant.

But at the beginning of May, following on the advance of Italian troops into Ethiopia, the Emperor Haile Selassie I left the country, and the Italian Government issued a decree placing Ethiopia under Italian sovereignty.

At the request of the Argentine Government, the Assembly, whose session had only been suspended in October, 1935, was again summoned to consider the situation brought about by the annexation of Ethiopia, and also the situation in connection with the sanctions ordered by the League of Nations. After a general debate which lasted from June 30th to July 4th, the Assembly adopted two recommendations. In the first it noted that various circumstances had prevented the full application of the Covenant and declared that it remained firmly attached to the principles of the Covenant, which exclude the settlement of territorial questions by force. Being desirous of strengthening the League's authority and the effectiveness of the guarantees of security, it recommended that the Council should invite Members of the League to send in proposals for improving the application of the principles of the Covenant.

In the second recommendation, the Assembly asked the Co-ordination Committee to make all necessary proposals with a view to bringing to an end the measures taken by Governments in regard to Italy in execution of Article 16 of the Covenant.

The Co-ordination Committee met on July 6th and made a proposal, which was accepted by all Governments, that these measures should be abrogated as from July 15th.

At the Assembly's ordinary session in September, the credentials of the delegation appointed by H.M. Haile Selassie were deemed to be sufficient, on the understanding that this decision related only to the session in question and did not in any way affect the future.

On March 7th, the Government of the Reich repudiated the *Treaty of Locarno* which guaranteed the observance of the articles of the Treaty of Versailles providing for the demilitarisation of the German territory on the left bank of the Rhine and of the zone on the right bank situated between that river and a line

drawn 50 kilometres to the east. The Belgian and French Governments at once referred the matter to the Council, which met in London and, after a discussion in which a representative of Germany took part, found that the German Government had committed a breach of the provisions relating to the demilitarised zone. Conversations having been entered upon between the Powers signatory of the Locarno Treaty, the Council adjourned further consideration of the matter.

The Council dealt with the international effects of the *civil war in Spain* and emphasised that good understanding between States ought to be maintained irrespective of their internal régimes; it affirmed that it was the duty of every State to respect the territorial integrity and political independence of other States by refraining from intervening in their internal affairs.

The Council recommended that Members of the League represented on the London Non-Intervention Committee should render the non-intervention undertakings as stringent as possible and should take appropriate measures to ensure forthwith that the fulfilment of these undertakings was effectively supervised. It expressed its sympathy with the action taken by the United Kingdom and France with a view to avoiding the dangers which the prolongation of the present state of affairs in Spain is causing to international peace.

As a result of a dispute between the Governments of Turkey and France in regard to the *Sanjak of Alexandretta and Antioch*, the Council adjourned its consideration of the substance of the question and decided, at the request of the French Government, to send to the Sanjak three observers to inform the Council as to the position there.

The *Government of Uruguay* having broken off diplomatic relations with the *Government of the U.S.S.R.*, the Council, before which the matter was brought by the latter Government, expressed the hope that the interruption of diplomatic relations would be temporary, and invited the two Governments to refrain from any act which might be harmful to the interests of peace and to the resumption of their diplomatic relations in the future.

III.—DISARMAMENT.

This year an Assembly Committee discussed the main features of the problem of the reduction and limitation of armaments. The Committee decided that while solutions of a general character were not at present possible, certain

questions might be further considered, in particular, budgetary publicity, the regulation of the manufacture of and trade in arms and implements of war, and the establishment of a Permanent Disarmament Commission.

In October, the Council authorised its President to summon the Bureau of the Disarmament Conference as soon as circumstances permitted and in any case before the end of 1936. The President subsequently consulted his colleagues and decided to ask the Council at its January, 1937, session to decide on what date the meeting should take place.

IV.—PROTECTION OF MINORITIES.

There was no general discussion in the Assembly on the problem of the protection of minorities, but its attention as well as that of the Council and its Committees was drawn to individual questions.

Thus the Council asked the *Albanian Government* to make certain changes in the proposed rules for allowing minorities to have their children educated in their mother tongue in elementary schools. The Government acceded to this request by adopting a law on the establishment of private schools.

The settlement of the *Assyrians of Iraq* in the States of the Levant under French Mandate seemed in 1935 to have been finally settled. But the French Government, which had done what was necessary for the settlement of the Assyrians in the Plain of the Ghab and the Khabur, found itself suddenly faced with difficulties which obliged it to withdraw its offer.

The Assyrian colony already settled in the Khabur will, however, continue to enjoy the guarantees which the Mandate, or any other system of government that may be substituted for it, will always afford to minorities.

The Council regretted the breakdown of the scheme, and decided to continue its efforts to find land on which to settle the Assyrians of Iraq.

V.—FREE CITY OF DANZIG.

In 1935, having received a number of petitions from different sections of the population of Danzig, claiming that the Senate of the Free City had violated the Constitution, the Council asked the Permanent Court of International Justice for an advisory opinion. The Court decided that the Senate's decrees involving amendments to the criminal law and the code of criminal procedure were incompatible with the Constitution.

The application of these decrees having caused a state of tension between political parties in Danzig, the Council had to consider the position and, adopting the opinion of the Permanent Court, it insisted that the Senate of the Free City should conform to the Constitution.

But towards June a series of incidents occurred, which led the Polish Government to make serious representations to the Senate.

Thanks to the assurances given by the President of the Senate, the situation improved. But the arrival of the German cruiser "Leipzig" in the port of Danzig caused further tension between the Senate and the High Commissioner, M. Sean Lester.

The Council, having declared that this incident was of an international character, requested the Polish Government, which has undertaken to conduct the foreign relations of Danzig, to report on the matter.

The Polish Government subsequently informed the Council that it had approached the German Government, and that no further incident had arisen.

The Council also requested the Polish Government to find means of putting an end to the obstruction systematically raised by the Senate against the Council and the High Commissioner, and thereby to render the League's guarantee fully effective.

VI.—MANDATES.

During sessions in the Spring and Autumn of 1936, the Mandates Commission reviewed the administration of the mandatory Powers.

In most of the territories it may be said that the economic situation seemed to be improving.

However, in *Palestine*, where the general economic position is progressing and public finance is sound, serious political and religious disturbances broke out last Spring. The British accredited representative was unable to give explanations, as the trouble was not yet at an end. But, the United Kingdom Government having decided to send out a Commission of Enquiry into the disturbances, the Mandates Commission decided to hold an extraordinary session next Spring to deal with the situation in Palestine.

In regard to *Syria*, the Council was informed by the French representative that the negotiations that had begun last April between the Foreign Ministry and a delegation of representatives of various shades of public opinion had

resulted, on September 9th, in the drawing up of the text of a Franco-Syrian treaty.

The new régime of complete independence and sovereignty is not intended to come into force until after the admission of Syria to the League, which admission will not be applied for until three years after ratification of the treaty.

A similar agreement between France and the *Lebanon* was concluded later.

In South West Africa, where constitutional problems have had to be faced in recent years, viz., the possible administrative incorporation of the mandated territory as a fifth province of the Union, the representative of the Union of South Africa again declared that his Government would take no decision without having first informed the League of its intentions.

VII.—INTELLECTUAL CO-OPERATION.

The chief points in the Intellectual Co-operation Organisation's programme have been the teaching of international relations, League of Nations teaching, the revision of school text-books, intellectual rights, the international organisation of museums, etc.

Broadcasting and peace has ceased to be a purely theoretical question; for on September 17th a Conference at Geneva concluded an international agreement on the subject.

Among other practical achievements may be mentioned progress in the revision of school text-books, preparations for a diplomatic conference to be held in Paris with a view to drawing up a convention on the protection of national artistic and historical treasures, and for the Conference of Experts to be held at Cairo on the legal, administrative, and technical aspects of excavations.

With regard to intellectual rights, work is proceeding on the preparation of a new convention to reconcile the principles common to the Berne Convention and the Pan-American Convention of Havana.

VIII.—ECONOMIC AND FINANCIAL ORGANISATION.

During the summer, the Economic Committee and the Financial Committee, after a study of the international economic situation, drew attention to the necessity for filling in the gap which separated the price levels of most countries on the gold standard from those with a depreciated currency. They also declared that a monetary adjustment could

only produce the desired advantages if accompanied by a reduction of import restrictions.

At the end of September, the French Government, having decided to adjust the value of the French franc to the economic situation, issued, jointly with the United States and United Kingdom Governments, a declaration in which these Governments announced their intention of avoiding any disturbance of the new basis of international exchanges and their determination to restore order in international economic relations. Several other Governments subsequently acceded to this declaration.

The Assembly noted with satisfaction this beginning of collective action, and recommended that States should reduce excessive obstacles to international trade and communications and, in particular, relax quotas and exchange controls. It also decided to appoint a Committee to study the question of equal commercial access to raw materials for all nations and placed on the agenda of its next session the question of the free movement of men (migration).

The Economic Committee also dealt with equality of treatment in commercial treaties and with plans for an increase of international trade by extending the clearing system on a plurilateral scale.

The Financial Committee considered the situation in Austria, Bulgaria, Estonia, and Hungary, which, generally speaking, is improving.

As regards Austria, the Council was able to terminate the posts of the League's financial representative and of the adviser with the National Bank.

The Fiscal Committee dealt with international fiscal assistance, and the Committee of Statistical Experts with occupational statistics.

IX.—COMMUNICATIONS AND TRANSIT.

The Transit Organisation has had to settle disputes arising out of the reorganisation of the railways in the territory formerly administered by the Austro-Hungarian Monarchy and to make practical investigations of signalling on roads and railways and at level crossings; the co-ordination of transport; the unification of buoyage regulations; the pollution of the sea by oil; the exemption from customs duty of liquid fuel used in air traffic, etc.

The draft agreement and regulations drawn up in 1933 in London by the Preparatory Committee for the *unification of buoyage regulations* was sent to the Governments of maritime

countries for their observations. The results of this enquiry have shown that the situation was much the same as at the time of the Lisbon Conference in 1931. The summoning of a further conference seemed, therefore, inadvisable, but a Committee of Experts was instructed to prepare a new draft which the Council, on May 13th, invited the Governments who had attended the Lisbon Conference to sign.

* * *

The Expert Committee appointed by the Communications and Transit Organisation to study the question of the *pollution of the sea by oil* has prepared a draft convention on the lines of the recommendation expressed by the United Kingdom representative. This draft has been communicated to Governments, which have been asked to send in their observations, and to state whether they are prepared to take part in an international conference for the conclusion of a convention.

Most maritime countries have replied, their replies being, in general, favourable.

* * *

The majority of Governments consulted on the subject of the exemption from customs duty of motor fuel used in air traffic, declared themselves in favour of such an agreement.

The Council, therefore, decided to open this protocol for signature by European States.

X.—HEALTH.

The work of the League's Health Organisation has been continued on practical and universal lines.

Its field of action is the whole world. In Asia, it has helped in the reconstruction of China; in Africa, it organised a Health Conference at Johannesburg to study questions of social medicine directly connected with better living conditions for the native populations; in America, it has helped the Brazilian Government in the establishment of the International Centre for Leprosy Research at Rio de Janeiro, and the Chilean Government in studying problems connected with the nutrition of the people of that country. The Singapore Bureau is continuing its work in the Far East.

* * *

As to the present year's work special reference may be made to the *Conference on Biological Standardisation* held last October, and to the preparation of the *Conference on Rural Hygiene* to take place in 1937. The work of the *Malaria Commission* has also made important progress.

The enquiry into *nutrition* is another important activity; in this the Economic and Financial Organisation of the League has co-operated. The Mixed Committee appointed by the Council to study the various aspects of this question draws attention, in a preliminary report, to the fundamental importance of the problem and shows how the standards of living may be raised and public health and world trade improved by national and international efforts.

* * *

The enquiry into *urban and rural housing* is being methodically carried on. It covers all health questions connected with dwelling houses in town and country, with town planning and rural improvement. In pursuit of this enquiry, National Committees have been set up in a number of countries, such as the United Kingdom, Czechoslovakia, France, the Netherlands, Poland, Spain, Sweden, the United States, and the U.S.S.R. These National Committees have prepared and forwarded to the Health Committee information on the experience in their countries and reports on their activity during the past few years.

The Health Committee hopes to use the International Exhibition of Rural Hygiene in 1937 to illustrate the conclusions to be drawn from its enquiry into rural housing.

It has also prepared for a *Conference on Rural Hygiene* to be held at Bandoeng in 1937, and has drawn up its preliminary agenda, which covers the essential points of rural development in the Far East: medical aid, rural reconstruction, the campaign against malaria, rural housing and nutrition.

XI.—TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

Owing to the collection of statistics from all sources and to a growing severity in the supervision of drug manufacture, the quantity lawfully produced is beginning to coincide with legal requirements. But the illicit traffic persists, being supplied by clandestine manufacture.

With a view to improving this situation, the Opium Advisory Committee set on foot a *Draft Convention on the Suppression of the Illicit Traffic*, which was approved as a whole by an International Conference and signed by nearly thirty States.

* * *

There has been progress in the campaign against the *illicit traffic*, and powerful gangs of traffickers who had been operating in many

countries have ceased their activities. Fifty-four clandestine factories or laboratories were discovered and closed between 1929 and 1936.

* * *

The existence of *clandestine manufacture* and the persistence of a considerable illicit traffic in China has caused much anxiety. The Chinese Government has organised a system of repression involving even the death penalty. Despite this severity, however, the production of opium has not diminished.

The Opium Committee has, therefore, appealed for the assistance of the Governments concerned in order to put an end to this danger, and especially requested the Japanese Government to increase its efforts with a view to reducing illicit traffic and clandestine manufacture.

* * *

The Opium Committee decided to continue its studies regarding the *cultivation of the opium poppy* with a view to summoning, as soon as possible, a conference on the limitation and control of that plant. The Assembly paid special attention to the question, which marks a further decisive step in the anti-drug campaign. Having regulated trade and manufacture, the League is now attacking the root of the evil, the raw material.

* * *

The Supervisory Body set up under the Limitation Convention of 1931 published in November, 1936, its *Estimates of world requirements in dangerous drugs for 1937*.

The *Permanent Central Opium Board* has continued its examination of the statistics sent in regularly by Governments concerning the import and export of dangerous drugs and the manufacture and transformation of the principal drugs (morphine, heroin, codeine, dionine, and cocaine), and has compared the quantities manufactured in 1936 with those authorised for that year under the 1931 Convention.

XII.—SOCIAL AND HUMANITARIAN WORK.

The Committee on the Traffic in Women and Children has begun to consider the rehabilitation of prostitutes. The laws in force or in preparation to suppress the *exploitation of prostitution* have been studied by a Committee of Experts which, with the aid of the information obtained, has prepared a draft convention. This draft was communicated to States Members and non-Members of the League.

* * *

The preparation of a *Conference of Central Authorities in Eastern Countries*, which is to meet at the beginning of 1937 at Bandoeng

(Java), has gone on normally. The following countries have agreed to participate: the United Kingdom, China, France, Japan, the Netherlands, Portugal, and Siam. The United States will be represented by an observer.

* * *

The Child Welfare Committee dealt especially with boarding out in families, educational cinematography, and the welfare of normal children.

The Committee observed that the methods of *boarding out children* varied as much as the widely different conditions of living in different countries. It, therefore, decided to make a general study of the question.

* * *

The Assembly, while recognising the essentially useful and humanitarian work done by the League on behalf of *refugees*, decided that the Nansen International Office and the High Commissariat for Refugees from Germany must cease to exist at the end of 1938, and took measures to that end.

* * *

Thanks to the efforts of the Nansen Office on behalf of *Russian refugees in Turkey*, the Turkish Government has authorised the naturalisation of 1,250 persons, provided that the Office undertakes to evacuate certain others. Most of these latter have been transferred to other countries.

In the case of *Armenian refugees*, a further detachment of 1,500 persons left Marseilles in May for Soviet Armenia, with the aid of the French Government, which has also dealt with the evacuation from France to South America of 200 families of *Saar refugees*. The Assembly, as an exceptional measure, voted a credit of 200,000 francs for the last-mentioned class of refugees.

Various arrangements have been made with a view to a satisfactory solution of the problem of settling *Armenian refugees in Syria*. 30,000 persons have been finally established in that country.

* * *

The Jewish and other refugees from Germany, whose protection had been entrusted to a High Commissioner of the League, were invested with a *legal status* as a result of an Inter-Governmental Conference which met in July at Geneva. This arrangement is in force at present only in France and Denmark, but will probably be adopted by the other Governments which signed the Convention with certain reservations or *ad referendum*. The Convention defines a refugee from Germany and deals with

the delivery and renewal of identity certificates and with their effect.

* * *

The Advisory Committee of Experts on *Slavery*, with the aid of information furnished by several Governments, drew up a report dealing with the position as regards ratifications of and accessions to the 1926 Convention, with slave raids, the slave trade and captured slaves, born slaves, and other institutions such as debt slavery, pawning and peonage, Mui-Tsai, *quasi*-adoption of children, and serfdom. In each of these chapters the Committee described in detail the situation in the different countries and territories and drew general and special conclusions.

XIII.—TECHNICAL CO-OPERATION BETWEEN THE LEAGUE AND CHINA.

The League's technical organisations which co-operate with the Chinese Government in the reconstruction of China can, of necessity, give but a small amount of assistance. Their help is directed mainly towards communications by road, water conservancy, the development of co-operative institutions, public health, and technical training in schools, as well as towards certain questions of industrial technique.

As regards health, the Central Organisation consisting of the National Health Administration; the Nanking Central Hospital, the Central Laboratory of Hygiene, the Central School of Nursing, the Central School of Midwifery, and the Nanking Municipal School of Hygiene is now firmly established. One of the most important duties of this service is the *training of health personnel*. Various courses have been begun. 517 persons have already received special training. In the Central Laboratories, practical research work has gone forward.

With reference to communications, the Chinese National Economic Committee has been concerned exclusively with road communications. 16,000 kilometres of roads, more than 6,000 of which are macadamised and are accessible to motor traffic in all seasons, have been built. The improvement and development of telephone, telegraph, and wireless communications has been carried on with success. In the case of *hydraulic works* which the physical and hydrological conditions of the country render of great importance, valuable work has been done by the Chinese Hydraulic Office.

To turn to *education*, the Chinese Government has decided to set up, at Nanking and in the West, Employment Bureaux for intellectual and technical workers. The purpose of these is

to facilitate the vocational training of Chinese students in Europe or in the United States, and to prepare them to supply the present requirements of economic reconstruction in China.

* * *

To enable Chinese technical workers to gain experience of the manner in which reconstruction, administration, finance, health, and irrigation problems are dealt with outside China, the Council decided to place the Secretariat's technical organisations at the disposal of the Chinese Government. The organisations will endeavour to find means whereby such persons may observe and study administration and reconstruction work in other countries.

XIV.—BUDGET.

The League budget as submitted to the Assembly amounted to 28,729,497 Gold Francs. This was an increase of 449,596 Gold Francs on 1936, but a reduction of 14% as compared with 1932, when the budget was 33,687,994 Gold Francs.

Owing to the devaluation of the Swiss and Dutch currencies, when the Assembly session was beginning, it was found necessary to recast the budget and make certain adjustments in the revenue, which is set out in Gold Francs to the expenditure in Swiss francs. The Gold franc is maintained as a monetary unit, both for ordinary contributions and those in arrear. But the Assembly made a reduction of 20% in the revenue budget as a whole. The sum corresponding to the difference between the said proportion of 20% and the payments to the various League organisations—that is to say, between the 20% in question and the actual devaluation of the Swiss franc—will be paid into a special fund to supply items of the budget which might prove to be insufficient owing to the devaluation.

Thus the 1937 budget is presented as follows : *expenditure*—29,184,128 Swiss francs, including an additional credit of 444,631 Swiss francs voted as a supplementary credit by the Assembly ; *income*—an equivalent sum in Gold francs reduced by 20%, i.e., Gold francs 23,347,302, less a distribution of the surplus realised in 1935 and amounting to 2,062,479.70 Gold francs. The nett sum is thus 21,284,822 Gold francs, to be borne by the Members of the League in accordance with the new scale established by the Committee on Allocation of Expenditure.

Of the surplus for 1935, the Assembly decided to transfer 4,500,000 Gold francs to the Reserve Fund and 1,200,000 Gold francs to the Guarantee Fund.

II.—POLITICAL QUESTIONS.

I. APPEAL BY THE SPANISH GOVERNMENT.

The Council at an extraordinary session held under the presidency of M. Edwards (Chile) dealt, on December 10th, 11th and 12th with the appeal of the Spanish Government in virtue of Article 11 of the Covenant.*

On December 11th the Spanish representative, M. Alvarez del Vayo, stated that his Government had asked for the Council to be summoned because it was much concerned by the international consequences of the Spanish military insurrection. It considered the situation to be especially dangerous owing to the recognition of the rebels by Germany and Italy as a legitimate government. This recognition had been followed by a threat on the part of the rebels to blockade Spanish Government ports in the Mediterranean. At the same time, naval attacks had been made at various points on the Spanish coast by warships of unknown nationality. The Spanish Government had no intention of submitting to the Council any request on behalf of Spain, but it held it to be essential, in the interests of general peace, that the Council should find means of avoiding or reducing to reasonable limits the "dangers for the peace of Europe," which, as stated in the Franco-British communiqué of December 9th, were "created by the prolongation of the civil war in Spain." In the interests of peace, the Spanish Government, while maintaining that it had every right openly to obtain everything it needed to put down the rebellion, and that the restrictions imposed on its right to trade freely were arbitrary, had accepted the Non-Intervention Agreement. But this had been constantly violated by certain Powers, and the London Committee had been unable to prevent these violations. The French and United Kingdom Governments, which had taken the initiative in the non-intervention policy had themselves, by their *démarche* of December 4th, rendered public on December 9th, shown their anxiety in regard to the violations committed. It was now proposed to remedy the defects in the system by setting up a system of control to make the agreement effective. The Spanish Government was most desirous that the proposed system should present the necessary guarantees of effectiveness.

The Spanish representative concluded by stating that the Spanish Republic was certain of the final victory of its cause and would not forget, when once domestic peace had been

restored, that the fundamental principles of the Covenant were incorporated in its Constitution. These principles remained the basis of its national and international policy.

Lord Cranborne, representative of the United Kingdom, said that from the beginning of the conflict to which Spain was a prey the United Kingdom Government had regarded the matter as an internal affair of the Spanish people themselves and had, therefore, supported the French proposal for non-intervention. The London Committee, set up in accordance with the Agreement, had, in any case, acted as a deterrent to the indiscriminate supply of arms and thanks to its existence the struggle had not spread beyond the frontiers of Spain. The Agreement had not been scrupulously observed. There had been breaches in favour of both sides. But the London Committee had approved a system of control which, if accepted by the two Parties, would help to prevent the flow of arms into Spain. The members of the London Committee had also decided to consult their Governments as to the best way of stopping the entry of foreigners to swell the opposing armies. The United Kingdom Government held that the strict application of the non-intervention policy must play an essential part in limiting and shortening the war. He hoped that the Council would favour this policy.

At the same time, desiring to terminate the conflict, the Governments of France and the United Kingdom had had conversations with regard to an offer of mediation and had been in touch with the German, Italian, U.S.S.R., and Portuguese Governments, asking them to take part in this initiative. The first stage would be the negotiation of an armistice. The four countries had not all replied as yet to this invitation, but the United Kingdom Government was confident that they would realise their responsibility. He hoped that the Council would extend its sympathy to the intention underlying this Franco-British project.

In conclusion, the United Kingdom representative laid stress on humanitarian questions, for instance, the evacuation of the civil population of Madrid, the feeding of the population in certain areas, medical supplies for the wounded and sick, and the exchange of prisoners. Much had already been done by the International Red Cross, the Save the Children Fund, and other organisations. But the need for co-ordinated international effort became ever greater. The task might perhaps be undertaken by the International Relief Union, the Inter-

* See Monthly Summary, Vol. XVI, No. 11, page 338.

national Red Cross, or some other appropriate body of an international and strictly humanitarian character. The Council might consider whether the Secretary-General should not be empowered to provide technical assistance if due opportunity should arise.

M. Viénot, representative of France, said that since last August the French Government had been anxious to preserve the European community from the risks arising out of the events in Spain and the possibility of their extension to the international sphere. The same motive had led it, a few days ago, to ask the Governments specially concerned to join with Great Britain and France in re-affirming their resolve not to intervene directly or indirectly in the Spanish civil war, in extending to other matters the undertakings already assumed, in providing for the scrupulous observance of existing commitments by strict supervision, and, lastly, in endeavouring to ascertain the conditions under which the Powers might act jointly with a view to putting an end to hostilities.

After mentioning the plan of supervision prepared by the London Committee, he expressed the hope that as regards volunteers, whose arrivals were no longer individual and intermittent, the Governments would agree to accept the same undertakings as in the case of war material and that such undertakings would also be subject to effective supervision. The French representative ended by expressing the hope that the Council would adopt these same principles of non-intervention and supervision, thus supporting the Franco-British proposal for the termination of the civil war in Spain.

Mr. Jordan, representative of New Zealand, said that the Council must consider the situation to which attention had been drawn by the Spanish Government. This situation had just been explained by the Spanish representative, and it had also been explained by him in his speech before the Assembly last September, and it must be thoroughly considered in its origin and in its developments. If there were another side of the problem, if there were any justification for the revolt and for foreign intervention, let those who had provoked the revolt come forward with their grievances, let them be asked to justify themselves. The Council, the public, and the whole world would hear them, and the Council would then endeavour to settle the matter in the interests of humanity and of constitutional government.

M. Potemkine, representative of the U.S.S.R., said that the peace of the world was at stake. The Soviet Government regarded the prohibi-

tion of the sale of arms to a legal Government which was the victim of an aggression as an arbitrary and unfair measure contrary to international law. But it had accepted the Non-Intervention Agreement. It had loyally carried out its undertakings and had just proposed to extend them to the despatch of volunteers to Spain. But the Soviet Government would only agree to measures of this kind provided they were strictly executed by all parties, and thought it necessary that strict and effective supervision over their application should be established. As to the joint action by the United Kingdom and France for a termination of hostilities, the Government of the U.S.S.R. was prepared to agree, in principle, to such action.

M. Komarnicki, representative of Poland, expressed his Government's doubts as to the advisability of convening the Council, and pointed out that no precise request was before it and that the prolongation of the discussions could not but be prejudicial, not only from the point of view of the internal situation in Spain, but also from that of the general international situation. He added that his country intended to co-operate, as far as it was able, in any steps calculated to circumscribe the conflict and diminish its intensity, if not to put an end to it at the earliest possible moment. Any humanitarian proposal, or any proposal for the participation of the League's technical organs in the attempts to alleviate the situation of the civilian population, would be most favourably received by the Polish Government.

During a discussion on the morning of December 12th, the Members of the Council drew up a draft resolution.

When this resolution was put to the vote, the Spanish representative stated that the step taken by the Council did not exhaust the question raised and that his Government reserved the right, should circumstances render it necessary, to ask the Council to proceed with its examination.

The President, speaking as representative of Chile, after referring to his country's sympathy for the Franco-British proposal for mediation and for the policy of non-intervention, drew the Council's attention to the large number of refugees that had sought asylum in the various embassies and legations in Madrid. It was urgently necessary to help these refugees and to secure their removal from that city. The Chilean Government considered that no organisation was better suited for that humanitarian task than the International Committee

of the Red Cross, whose moral authority would be immensely strengthened if it could command for the purpose the technical assistance of the League.

The very cordial exchange of views that he had had in Geneva with the Spanish Foreign Minister gave him the assurance that the problem would find a solution satisfactory to all concerned. The situation could be dealt with under the resolution then before the Council.

M. Costa du Rels, representative of Bolivia, agreed with the President and was convinced that the Spanish representative would be willing to consider means of solving the problem.

M. Alvarez del Vayo, representative of Spain, said that his Government had defined its position in a note addressed to the members of the Diplomatic Corps in Madrid. In accordance with the attitude adopted in that note, he was quite prepared to examine the matter direct with each Government concerned, bearing in mind all its aspects.

The resolution, which runs as follows, was then adopted by all Members of the Council:

"The Council;

"After hearing the observations made before it;

"I.

"Noting that it has been requested to examine a situation which, in the terms of Article 11 of the Covenant, is such as to affect international relations and to threaten to disturb international peace or the good understanding between nations upon which peace depends;

"Considering that that good understanding ought to be maintained irrespective of the internal régimes of States;

"Bearing in mind that it is the duty of every State to respect the territorial integrity and political independence of other States, a duty which, for Members of the League of Nations, has been recognised in the Covenant:

"Affirms that every State is under an obligation to refrain from intervening in the internal affairs of another State;

"II.

"Considering that the setting-up of a Committee of non-intervention and the undertakings entered into in that connection arise out of the principles stated above;

"Having been informed that new attempts are being made in the Committee to make its action more effective, in particular by instituting measures of supervision, the necessity for which is becoming increasingly urgent:

"Recommends the Members of the League represented on the London Committee to spare no pains to render the non-intervention undertakings as stringent as possible, and to take appropriate measures to ensure forthwith that the fulfilment of the said undertakings is effectively supervised;

"III.

"Views with sympathy the action which has just been taken on the international plane by the United Kingdom and France with a view to avoiding the dangers which the prolongation of the present state of affairs in Spain is causing to peace and to good understanding between nations;

"IV.

"Notes that there are problems of a humanitarian character in connection with the present situation, in regard to which co-ordinated action of an international and humanitarian character is desirable as soon as possible;

"Recognises, further, that, for the reconstruction which Spain may have to undertake, international assistance may also be desirable;

"And authorises the Secretary-General to make available the assistance of the technical services of the League of Nations should a suitable opportunity occur."

* * *

With reference to point IV of the Council resolution, M. Julio Alvarez del Vayo, Spanish Foreign Minister, proposed later that the Secretary-General should, as a matter of urgency, send to Spain a competent delegation of the Health Organisation of the League, which would work with the Spanish Minister of Health in considering the possibilities of rapid action to prevent epidemics among the civil population.

In response to this request, the Secretary-General approached the Health Committee with a view to the despatch of two representatives, who have gone to Valencia for a short time, with the essential purpose of consulting with the Minister of Public Health. The two delegates are:

General Lasnet, Member of the French Academy of Medicine, and Member of the League Health Committee, with Dr. Laigret, of the Pasteur Institute in Tunis as assistant; and Dr. C. Wroczynski, Epidemics Commissioner attached to the Polish Government for the campaign against exanthematic typhus in 1919-1921, former Director-General of Public Health and Under-Secretary of State to the Polish Government, one of the Health Organisation's experts.

These two delegates will make a report to the Minister of Public Health and to the Secretary-General of the League before the next ordinary session of the League Council.

2. THE QUESTION OF ALEXANDRETTA AND ANTIOCH.

The Government of the Turkish Republic, in a telegram to the Secretary-General, dated December 8th, asked that, in virtue of Article 11 of the Covenant, there might be placed on the

agenda of the Council's extraordinary session a dispute which had arisen between Turkey and France concerning the future of the Sanjak of Alexandretta and Antioch which had been "conditionally ceded by Turkey in virtue of the Treaties of 1921 and 1923." The Turkish Government, at the same time, asked that interim measures of protection might be adopted to ensure the safety of the Turkish population of the Sanjak.

On December 10th, the French Government, while agreeing that the matter should thus be examined, stated that, in its view, it did not constitute a Franco-Turkish dispute, but only a divergence between a request submitted by the Turkish Government and the doctrine of the Mandate as hitherto applied by France in the Levant, in accordance with the guiding principle laid down by the Council and the Mandates Commission. The French Government made the most express reservations as to the Turkish Government's views regarding the security of the inhabitants of the Sanjak, but had no objection to any conservatory measures which the Council might consider should be taken on both sides of the Syrian-Turkish frontier.

On December 10th, the Turkish Government sent to the Secretary-General, for communication to Members of the Council, a certain number of diplomatic documents relating to the previous negotiations between Turkey and France concerning Alexandretta and Antioch. It appeared from these documents that, on October 9th the Turkish Government had proposed that the French Government should detach the autonomous Sanjak of Alexandretta from Syrian territory and form it into an independent State with which the French Government would have negotiated a treaty similar to that which it had just concluded with the Governments of Syria and the Lebanon. The French Government held this proposal to be incompatible with the terms of the Mandate over Syria entrusted to it, and did not consider it possible to enter upon negotiations with Turkey for an agreement on such a basis.

On December 14th, at the Council meeting, M. Rustu Aras, representative of Turkey, expressed the desire that the Council should, in the first place, deliberate on the conservatory measures and should not consider the substance of the dispute. He wished, however, to make it clear that when, in 1920, at San Remo the Supreme Council conferred on France a Mandate over Syria, this Mandate did not include all the territory of the Levant then under the *de facto* occupation of France. When by the Agreement

of Ankara (1921) Turkey and France traced a line of demarcation which was unconditional over the greater part of its length, but conditional as to that part affecting the territory of the Sanjak with a Turkish majority, it was not as a mandatory Power that France had entered into undertakings towards Turkey. By the same agreement it had been possible for France to restore Cilicia to Turkey.

For Turkey, the Turkish populations of the Sanjak were one day intended to enjoy an autonomous régime within the scope of French authority, and Turkey had at no time thought of admitting the existence of a Syrian political entity under whose yoke a Turkish community would one day be finally placed.

The Mandate drawn up in 1922 and applied in 1923 could not extend to the Sanjak, whose population would always constitute a national element of the greatest importance for Turkey. The Syrians, with whom Turkey was in full sympathy, would realise, if they were sufficiently well informed, the advantages they might derive from the independence of the Sanjak which Turkey desired to see demilitarised and devoted to economic pursuits profitable not merely to France, Turkey and Syria, but to the immense hinterland served by the Port of Alexandretta.

They had been told that calm had been re-established in Alexandretta; but it was a calm imposed by the bayonet. To enable the Council to make an impartial study of the question and reach a fair settlement, it was necessary that the League should provisionally take the destiny of the Sanjak into its own hands. Turkish and Syrian troops should be withdrawn and the district occupied by a small detachment of neutral gendarmerie under the direction of a Commissioner of the League.

The Turkish representative in concluding, declared that the profound and sincere friendship which existed between his country and France was the surest guarantee of a solution by conciliation.

On December 15th, the French representative, M. Viénot, after declaring that his country was bound to Turkey by ties of deep and sincere friendship, stated that he could not accept the argument that it was to France herself and not to France as mandatory Power that the Sanjak of Alexandretta had been ceded. After referring to the decision of San Remo and adding that the Ankara Agreement of 1921 had put an end to a *de facto* military occupation, he concluded, that France, in

negotiating with Turkey, was acting under her Mandate.

M. Viénot explained that, on September 9th, the French Government and the representatives of the Syrian Government had initialled a treaty providing that within three years the French Mandate over Syria should be terminated and that Syria should apply for membership of the League. But this treaty required ratification by both the French and Syrian Parliaments and would only come into force on the termination of the Mandate. If the Turkish Government had any objections to the Treaty, it would have several opportunities for bringing them forward; for the Treaty was to be considered by the Mandates Commission and by the Council and, finally, the Assembly would have to take a decision as to Syria's admission to the League. All the rights stipulated for in the Ankara Agreement on behalf of the Turkish element in the Sanjak had moreover been re-affirmed in the Franco-Syrian Treaty. The French Government had offered to discuss with the Turkish Government the conditions under which the special régime of the Sanjak might be maintained. Turkey had not accepted that offer and had insisted that the Sanjak should be formed into an independent State. France could not consider such a measure, which would be incompatible with the Mandate over Syria conferred upon her; Article 4 of that instrument charged the Mandatory with the guarantee of Syria against any loss of territory. Of course, the Council was able to grant satisfaction to Turkey, but it was the mandatory Power's duty to draw the Council's attention to the possible effect on Syrian opinion of the separation of the Sanjak from Syria.

As regards the interim measures of protection, he could not accept the Turkish representative's statement in regard to the position in the Sanjak, and declared that the mandatory Power had only sent very small military reinforcements to that area. France would consent to any measure that might have for their object the avoidance of incidents on the frontier and in the Sanjak itself, such as sending neutral observers to the spot, but he could not favour measures that would be equivalent to a partial suspension of the Mandate.

After further remarks by the Turkish and French representatives, M. Sandler, representative of Sweden, was appointed rapporteur. On December 16th, he laid his report before the Council.

In this document, M. Sandler first noted the assurances given on either side with regard to the spirit of sincere friendship and goodwill existing between the two Governments. The Parties agreed in asking the Council to postpone the examination of the substance of the question until its ordinary session in January, 1937. Meanwhile, in order to create an atmosphere of calm and confidence, certain measures had to be provided for. But during his conversations with the representatives of France and Turkey, a complete agreement had not been reached. The representative of France was unable to accept the Turkish demand for the despatch to the spot of a detachment of neutral gendarmerie under the control of a Commissioner of the League of Nations. The French representative did not press his proposal that an enquiry should be undertaken on both sides of the frontier, but he proposed that the Council should send observers to the Sanjak. He further undertook, as far as his Government was concerned, to postpone the ratification of the recent Franco-Syrian Treaty, pending a decision by the Council on the merits of the question. He also undertook that, as soon as the observers arrived on the spot, the reinforcements recently sent to the Sanjak should be withdrawn. But the Turkish representative, after stating that there was no question of any military steps being taken on the Turkish side of the frontier, was unable to agree to the French representative's claim for the despatch of observers in the form in which that demand had been put forward.

The Rapporteur added that the Council would no doubt feel able to place entire confidence in the two Governments which would certainly make every effort to bring about the necessary pacification. But in view of the French Government's express request, he proposed that the Council should send as soon as possible to the Sanjak a mission consisting of three observers. Their task would be neither to study the substance of the question, nor to enquire into the events that might have occurred recently in the district of Alexandretta and Antioch. Nor would they have to take any action themselves with a view to the maintenance of order or the pacification of the state of mind of the population. Their duty would simply be to observe, and to keep in touch with the facts in order to be able to inform the Council if necessary. The local authorities would have to grant the observers every facility in the performance of their task.

The Rapporteur accordingly proposed that the Council should adopt the following resolution :

" The Council

" (1) Noting that the Governments of France and Turkey have agreed to postpone to the Council's ordinary session in January the examination of the substance of the question which has arisen regarding the district of Alexandretta and Antioch, recommends the two Governments to continue their conversations meanwhile in close contact with the Rapporteur ;

" (2) Notes the assurances given by the representatives of France and Turkey that they will spare no effort to contribute to a satisfactory solution of the question ;

" (3) In response to the request formally made by the French Government, decides to send as soon as possible to the Sanjak of Alexandretta three observers with the task defined in the present report ;

" (4) Requests the President of the Council to appoint the said observers on the Rapporteur's proposal ;

" (5) Fixes the end of January, 1937, as the maximum time-limit for the observers' mission ;

" (6) Requests the Secretary-General to provide the observers with the necessary secretarial staff ;

" (7) Authorises the Secretary-General, under Rule 33 of the Financial Regulations, to draw if necessary on the working capital fund, up to a maximum of 75,000 Swiss francs, for the sums necessary to cover the expenditure involved by the execution of the present resolution, it being understood that France shall defray this expenditure ;

" (8) Stipulates that the adoption of the present resolution shall not be regarded as in any way prejudging the substance of the question which remains entirely open."

M. Rustu Aras, representative of Turkey, said that he would abstain from voting on the resolution. His Government had suggested the complete neutralisation of the disputed zone to enable a thorough enquiry to be made on the spot ; his Government would also have accepted a similar enquiry on its own territory. France not having agreed, he had had in view the despatch of a Committee of observers to the Sanjak, provided a French delegate and a Turkish delegate were added to the three neutral members. But, as France was unable to accept that proposal either, he was compelled to regard as insufficient the measures suggested and was accordingly unable to associate himself with a solution which he deemed to be ineffective.

M. Viénot, representative of France, pointed out that the request of a mandatory Power that a League of Nations mission should be sent to a territory under Mandate would constitute something quite unprecedented. France had been unable to accept the Turkish Government's proposal that a Turkish and a French

delegate should be added to the proposed mission, because the presence of a Turkish representative would have obliged his Government, as a matter of reciprocity, to ask for the extension of the field of observation to cover both sides of the frontier ; but this solution had been rejected. The French Government was anxious that impartial observers, in whose perspicacity they might have full confidence, should be able to inform the Council.

M. Pella, representative of Rumania, stated that his country, which was a friend and ally of France and of Turkey, ardently desired a settlement by conciliation. He hoped that the conservatory measures suggested would create the necessary psychological conditions for the preparation of the ground for agreement on the substance of the problem, which was indeed not a dispute, but a transient difference of opinion between France and Turkey.

The declarations of both sides showed clearly that the two Parties would endeavour, in a spirit of mutual comprehension, to remove what divided them and to strengthen their friendly relations.

Lord Cranborne, representative of the United Kingdom, referring to the cordial friendship felt by his country for both Governments, expressed his conviction that, in view of the very conciliatory and friendly spirit displayed, it would be possible before long to reach an amicable solution of the whole question. His Government was prepared to support the adoption of the proposals of the draft resolution as a means of covering the temporary situation. At the same time, these proposals were of very special interest to the United Kingdom which, at the moment, was the only Power besides France, still charged with an A Mandate. The interest resided especially in the fact that it was proposed to send an international mission of observers to the Sanjak of Alexandretta.

To avoid any misunderstanding in the future, he wished to recall that it was a fundamental principle of the mandatory system that the mandatory Power was responsible for the maintenance of order in a mandated territory. In the present case, the Mandatory had itself expressly and formally requested the despatch of a mission of observers. In these circumstances, the United Kingdom Government agreed to the proposal. This was a case in a special category for it arose out of a difference of opinion in the interpretation of a treaty between the mandatory Power and another State. The procedure adopted could not,

therefore, be considered as forming any precedent in respect of purely internal events within a mandated territory.

The resolution was then adopted, the Turkish representative abstaining.

* * *

The President of the Council, having been entrusted with the appointment of the three observers, selected the following gentlemen, who agreed to serve: M. Hans Holstad (Norwegian), former Chairman of the Mixed Commission for the Exchange of Greek and Turkish Populations; M. L. J. J. Caron (Netherlands), former Governor of Celebes; and M. Charles von Wattenwyl (Swiss), Colonel and Brigade Commander.

The mission left Geneva on December 27th and reached Antioch on the 31st.

3. THE LEAGUE AND THE PAN-AMERICAN PEACE CONFERENCE.

The President of the Pan-American Conference for the Consolidation of Peace sent the following telegram to the Secretary-General on December 21st:

"I have the honour to inform you that the Pan-American Conference for the Consolidation of Peace, now sitting at Buenos Aires under my presidency, to-day unanimously approved in plenary session a resolution to the effect that the Conference's decisions should be formally communicated to two great institutions which, with their high idealism and great authority, share in the work of all who strive with goodwill to secure the reign of peace on earth, namely: the Catholic Church, in the person of its visible head, the Sovereign Pontiff, who is the Spiritual Father of the immense majority of the inhabitants of nearly all the States of America, and is an apostle of peace; and the League of Nations, which, like the present Conference, has been set up for the welfare of humanity as the result of an American proposal. Pending the transmission of the text of the decisions in question, I have the honour," etc.

The Secretary-General replied as follows:

"I have the honour to acknowledge Your Excellency's telegram of 21st. I am convinced that the Members of the League will highly appreciate the spirit in which the Inter-American Conference over which you are presiding, decided to communicate its agreements and decisions to the League of Nations. As soon as these have been received, I shall not fail to forward them to Members. I beg Your Excellency," etc.

III.—LEGAL AND CONSTITUTIONAL QUESTIONS.

I. APPLICATION OF THE PRINCIPLES OF THE COVENANT.

The Special Committee appointed by the Assembly* to consider the application of the principles of the Covenant held its first session from December 14th to 16th.

After electing M. Bourquin (Belgium) as Chairman, the Committee drew up a list of the chief questions raised in the communications and declarations made by Governments in reply to the Assembly's recommendation of July 4th.

The Committee then appointed a certain number of rapporteurs who were asked to proceed, in the light of the information to be collected by the Secretariat, to an objective analysis of the various problems that would have to be considered.

The work was divided up as follows between the rapporteurs:

<i>Universality of the League.</i>	<i>Rapporteur.</i>
(a) Participation of all States.	Lord Cranborne (United Kingdom)
(b) Co-operation between the League and non-Member States.	

<i>Universality of the League.</i>	<i>Rapporteur</i>
(c) Co-ordinating the Covenant with the Pact of Non-Aggression and Conciliation signed at Rio de Janeiro (so-called Argentine Pact).	M. Pardo (Argentine)
(d) Regional or continental organisation of the League.	M. Stein (U.S.S.R.)
Methods to be employed for the application of the principles of the Covenant: amendments, supplementary agreements, interpretative rules, etc.	M. Umaña-Bernal (Colombia)
Internal organisation of the League (Articles 1, 3, 4 and 7 of the Covenant).	M. Komarnicki (Poland)
Article 10.	M. Entezam (Iran)
Article 11.	M. Unden (Sweden)
Pacific settlement of international disputes (Articles 13, 14 and 15).	M. Osusky (Czechoslovakia)

* See Monthly Summary, Vol. XVI, No. 11, page 338.

Universality of the League. Rapporteur.

Article 16—

(a) General obligations. M. Rutgers
(Netherlands)

(b) Regional pacts of mutual assistance. M. Paul-Boncour
(France)

Article 19. M. Guani
(Uruguay)

As regards the separation of the Covenant from the peace treaties, the Secretariat was instructed to make a technical examination of the question before a rapporteur was appointed.

The Committee authorised the Chairman to fix the date of its next session, after consulting the rapporteurs and the Secretary-General.

* * *

In accordance with the recommendations voted by the Assembly on July 4th, 1936, the Governments of the Netherlands and Poland sent to the Secretary-General during December their suggestions for improving the application of the principles of the Covenant.*

The *Netherlands Government* regards collective security as essential if the ultimate aim of the League is to be attained. In order, however, to prevent the system of collective security from involving grave dangers, universality is indispensable. At the present time, the co-operation of several great Powers in the League's work is lacking. If it were possible to approach universality by making the Covenant more flexible through interpretative resolutions, and in particular by rendering the prior undertaking of Members to take part in sanctions less stringent, an important step would, in the opinion of the *Netherlands Government*, have been taken towards the achievement of the League's purpose.

The Government recognises that several criticisms which have been put forward in various quarters regarding Articles 11, 16 and 19 of the Covenant are justified. Nevertheless, so long as the League has not become more nearly universal, a revision of the Covenant on these points will not have a great influence on the general political situation. Moreover, care will have to be taken not to create, by modification of the Covenant, new obstacles to the future accession of the principal non-Member States.

The *Polish Government* refers to the fact that the League was conceived as an organisation

based on the principle of universality, which was to bring about "international co-operation" and to "achieve international peace and security." Unfortunately the situation at the present time is far from that ideal, and the graver problems of international life develop outside the scope of the League's activities. This state of things might expose the League to attempts to transform it into a group of States whose interests might be placed in opposition to those of other States not belonging to the League. The *Polish Government*, always unfavourable to a division of the world into two hostile groups, desires to emphasise this danger and considers that the only remedy is to create conditions such as may enable universality to be achieved.

The principles of sovereignty and free co-operation are safeguarded by the unanimity rule and form the foundation of the League. No decision affecting any State can be reached without the consent and co-operation of that State.

The League is based upon a balance of three factors, namely, guarantees of security, procedures for the pacific settlement of disputes, and preventive measures against war. These three factors are very closely linked together, and any attempt to change their present equilibrium would involve serious danger to the League, whose foundations might thus be jeopardised. Since there is apparently among the Members of the League a general tendency not to enlarge the guarantees of security and not to enter into any fresh commitments in that respect, it would be wiser to refrain from a policy based on neglect of the interdependence of the three factors and leading towards the extension of the obligations of the Members of the League in the other two spheres.

The *Polish Government* thinks that, generally speaking, it seems questionable whether the commitments of Members of the League should be increased in any direction, inasmuch as their freedom of action is already incomparably more limited than that of non-Member States. As long as the League is not able to secure to its Members advantages really commensurate with their obligations, it would be better to pay heed to this inequality in the matter of international obligations between States Members and non-Members and to refrain from accentuating it by any attempt to enlarge the commitments of Members of the League.

The *Polish Government* emphasises the importance it attaches to the action of the various organs of the League and especially

* The *Polish Government* had already sent a note on the subject to the Secretary-General on September 18th last. See *Monthly Summary*, Vol. XVI, No. 9, page 256.

that of the officials of the Secretariat. Its reason for raising this question is that those organs, especially the Secretariat, are frequently entrusted with preparatory work on which political decisions of the League have to be based. It therefore seems desirable to consider whether the responsibility of the officials to whom such a task is entrusted should not be more clearly defined than it now is.

2. INTERNATIONAL ENGAGEMENTS.

Registration of Treaties.

The treaties and international engagements registered by the Secretariat of the League during December include :

A Convention between the Commonwealth of Australia, Bulgaria, France, Great Britain and Northern Ireland, Greece, etc., regarding the régime of the Straits, with Annexes and

Protocol, signed at Montreux on July 20th, 1936, presented by Turkey.

A Convention between France and Hungary regarding air navigation (Paris, July 23rd, 1935), presented by Hungary.

An Agreement between Great Britain and Northern Ireland and Norway regarding the mutual recognition of the load line certificates issued to ships to which the international Load Line Convention of 1930 does not apply (London, November 18th, 1936), presented by Norway.

An Exchange of Notes between Denmark and Sweden concerning reciprocity as regards unemployment insurance (Copenhagen, November 20th, 1936), presented by Sweden.

A commercial agreement, and a special agreement for the payment of arrears, between Italy and Sweden (Rome, December 1st, 1936), presented by Sweden.

Clearing Agreements between Bulgaria and Finland and between Italy and Sweden.

IV.—TECHNICAL ORGANISATIONS.

I. TECHNICAL CO-OPERATION BETWEEN THE LEAGUE AND CHINA.

The Council Committee on Technical Co-operation between the League and China met on December 11th. M. Garcia Oldini (Chile) was in the chair.

The Committee took note of a communication from the Secretary-General outlining the programme of co-operation for 1937. As in the past, this co-operation will take the form of despatching experts and officials to China, and of providing facilities for study and investigation to Chinese experts sent to foreign countries.

As regards the experts and officials appointed by the League to proceed to China, the 1937 plan of economic co-operation contains new provisions relating to the development of co-operative agricultural societies. In the case of communications, it provides for the setting up at Nanking of a Chinese office of investigation accredited to the National Economic Council; this office would include three engineers appointed by the League and would advise the competent Chinese technical services in regard to the planning of certain waterways and roads; the engineers would also help in the higher technical training of Chinese engineers. Work would be continued on education, and the protection of public health. Finally an expert in public administration will be sent to China to act, at its request, as Adviser to the Chinese Government.

The plan also makes provision for study tours by several Chinese health experts, an engineer, a high official of the foreign ministry, a specialist in rural reconstruction and a monetary and financial expert, and suggests that the Secretary-General of the League should request several Governments to consent to receive Chinese engineers who would be incorporated without salary in the staff of national officials, in order to enable them to supplement their knowledge and obtain experience of river control and irrigation works.

After a discussion, the plan was approved, and M. Quo Tai-Chi, representative of China, expressed his Government's thanks, laying stress upon the great value which China attached to the co-operation with the League, which had already proved most valuable.

There were present M. Garcia Oldini (Chile) (Chairman), Mr. Strang (United Kingdom), M. Quo Tai-Chi (China), M. Lagarde (France), M. Pella (Rumania), M. Westman (Sweden), together with Mr. Gilbert, representative of the United States, observer.

2. ECONOMIC AND FINANCIAL ORGANISATION.

Meeting of the Financial Committee.

The League's Financial Committee met from December 4th to 9th with M. Dayras (France) in the Chair.

On the agenda were : the financial situations of Austria, Bulgaria, Estonia and Hungary, and the Report to the Assembly of the Second Committee on Financial and Economic Questions.

Austria.

When the Council decided in September to bring to an end the posts of Representative of the League of Nations in Austria and of Adviser to the National Bank, the Austrian Minister of Finance declared that his Government attached great importance to maintaining contact with the Financial Committee; the new Finance Minister and the President of the Austrian National Bank accordingly attended the meeting of the Committee.

The probable results of the 1936 budget will be more favourable than was hoped. The ordinary budget is expected to close with a small surplus—a thing which has not happened since 1929. This result is due to the good flow of revenue. Ordinary budget expenditure will probably be 1,969.4 million schillings, and receipts 1,975.4 millions, thus leaving a balance of 6 millions.

* * *

For 1937, the estimates of the ordinary budget are as follows : expenditure, 1,989.3 million schillings ; receipts, 1,949.1 million, leaving an apparent deficit of 40.2 millions.

The budget law provides that this deficit has to be met by economies in expenditure, unless it can be covered by higher receipts.

Most economic indices available for the third quarter of 1936 show a better situation. Foreign trade has developed continuously since the low level reached in 1933. The total value of exports and imports during the first ten months of the year was 1,804 million schillings as against 1,619 million in 1933. The production index is at almost the same level as last year, which was particularly favourable.

Bulgaria.

The results of the administration of the budget for 1936 were as follows at the end of the tenth month of the financial year : revenue, 6,143.8 million leva ; expenditure, 6,377.8 million, leaving a deficit of 234.2 million. But the collection of revenue continues to improve and it may be hoped that by the end of the year the ordinary revenue will be sufficient to cover the expenditure of the remaining two months.

As concerns the 1937 budget, the Committee pointed out that the estimates of expenditure were reached by repeating the expenditure for

1936 and adding considerable fresh expenditure representing nearly 600 millions. This fact is sufficient to prove that the Government has not endeavoured to realise the economies in respect of personnel and management in the working of the administration which had frequently been recommended by the Committee. The increase in expenditure includes 420 millions for the service of bonds payable at five years' date for supplies which are being obtained by the Ministry of War.

It was not for the Financial Committee to judge the reasons which led the Bulgarian Government to assume such undertakings. But the Committee was compelled to note that the charges in question would have a dangerous influence on the general structure of the budget.

The Government might have been able to make a considerable improvement, owing to the favourable development of the country's economic position, and this might have led to the desired improvement in its credit. As a result of the above commitments Bulgaria is faced with a deficit for 1937 which can only be covered by adopting measures profoundly changing the provisions of the 1928 Protocol or various decisions of the Council.

The Committee, however, discussed the proposed measures with the Minister of Finance and the Governor of the National Bank, and suggested to the Council certain amendments to the 1928 Protocol and the statutes of the National Bank. The amendments are as follows :

1. The seigniorage profits derived from the issue of subsidiary coinage proposed by the Government will remain at the disposal of the Treasury for budgetary needs. The Currency Law provided for a limit of 300 leva per head of the population for the issue of subsidiary currency. This limit has not yet been reached. The Committee considers that the proposed issue should not exceed the amount of 110 millions.

2. The annual profit of the National Bank, which is allocated to the extinction of the floating debt to the National Bank, could remain until further notice at the disposal of the Treasury for the current needs of the ordinary budget without any special allocation.

3. The amount of the Treasury Bonds discounted or re-discounted by the State with the National Bank is at present 1,462.5 millions. According to the former decisions of the Council, the amortisation laid down for the last two authorised issues of these bonds requires a budgetary provision of 200 millions for the year 1937 and the two following years.

A part of these bonds, to the amount of one million leva, might be transferred to the debt

in the current account of the State with the Bank. Such a transfer would result in the omission of the above provision for amortisation.

Once this operation was carried out, the limits laid down in the 1928 Protocol for the grant of Treasury facilities to the State by discounting or rediscounting Treasury Bonds should again be put into force.

The Committee again desired to draw attention to the exceptional character of these measures. They would relieve the Treasury difficulties in 1937, and to a lesser extent in subsequent years. In themselves they obviously did not constitute measures of improvement and were only to be justified by the necessity of meeting the situation described above. If the Bulgarian Government did not take advantage of these exceptional facilities in order finally to make an effort to carry out the administrative reforms so often recommended, these measures would be in danger of going counter to the considerations which had guided the Committee in its suggestions.

Economically, the country has made further progress since September. An abundant harvest, not only of cereals but also of such raw material crops as sunflower seeds, cotton and tobacco, in conjunction with higher prices, has considerably increased the purchasing power of the peasant. As a result, internal trade and industrial production show a more favourable development. Foreign trade is on the increase and the balance of trade more favourable than last year. There are signs of a more satisfactory development of trade relations with countries whose currency systems are not subjected to restrictions.

Higher cereal prices on the world market have enabled the Cereal Board to realise considerable profits, and the Board is expected to contribute certain sums towards the needs of the State budget in the current and the coming fiscal years.

Estonia.

The State finances of Estonia continue to be prosperous. Since about the middle of 1933, the ordinary State revenue has shown a steady expansion. The normal expenditure did not increase correspondingly, so that the State was able not only to repay the loans it had raised at the Bank of Estonia in the preceding years of depression, but also to accumulate substantial reserves.

There is a surplus on the ordinary budget for 1936-37 of 15.8 million Estonian crowns.

The budget estimates have been drawn up on very conservative lines, the subsequent surpluses being in each year devoted to extraordinary expenditure for the promotion of agriculture, trade and industry.

The Government has no short-term debt. The principle long-term loan is that issued in 1927 under the auspices of the League of Nations—the Republic of Estonia 7% Loan, 1927. This loan was issued in two *tranches*, in sterling and dollars respectively. The amounts outstanding on June 1st, 1936, were £638,300 and \$3,592,500, of which considerable amounts are held in Estonia.

As a result of the favourable balance of trade the Eesti Pank enjoyed a considerable increase in its gold and foreign exchange reserve.

The commercial banks show a large increase in deposits, which, in three years, increased by 76%, as well as of cash reserves, which more than doubled.

The productive capacity of the country is approaching the point of full employment. The index to industrial production, which had fallen to 78.3% in 1932, stood in 1935 at 106.4% (producers' goods 112.1, consumers' goods 100.6) of the 1929 level, and rose further to 123.2% in September, 1936 (producers' goods 141.4, consumers' goods 115.7).

Unemployment is practically non-existent. There is indeed a scarcity of labour felt in agriculture and of skilled labour in industry.

The price level, which up to the middle of 1935 had fallen continuously since 1929 (except for a short-lived upward movement after the devaluation) has recently shown a substantial rise. Between September, 1935, and September, 1936, wholesale prices have risen by 9%, and the cost of living by 13%. Increases in wages have also taken place.

The rise in prices is to be attributed to the mediocre harvests of 1935 and 1936, to the rise in prices of goods entering into foreign trade, and to the general expansion of producing power in the country.

In general, economic conditions are widely different from those prevailing in 1933, when unemployment was heavy. Certain of the measures appropriate then may by now have lost their utility. The Committee has been given to understand that the Government does not propose to extend its present programme of capital expenditure. The Committee thinks that, in view of the state of employment and the recent rise in the cost of living, the intention is a wise one and that caution should be

exercised as regards further expansion of credit.

The fundamental situation seems to the Committee to be sound, and it feels confident that any necessary restraint can be applied without difficulty.

Hungary.

During the first five months of the budgetary year 1936-1937, the increase in revenue continued to be more marked than the increase in expenditure, the respective percentage increases being about 10% and 5%. There is no reason to suppose that this tendency will not continue throughout the rest of the financial year, though it will probably be less pronounced, as revenue connection is generally better during the early months of the fiscal year.

The situation on November 30th was as follows: expenditure, 340.1 million pengő, and receipts 372.1 million, leaving a credit balance of 32 million pengő.

The financial position of the State undertakings, while still representing a heavy burden on the budget, has considerably improved. Economic conditions within the country have had a favourable effect on railway traffic and on posts and telegraphs.

This situation has made the position of the Treasury easier. As has been the case since the beginning of the financial year, the State continues to cover the requirements of current administration without needing to have recourse to loans.

No appreciable change has taken place in the position of the National Bank since the Committee's last session.

The total movement of foreign exchanges (free and blocked) for the ten months since January 1st, 1936, has shown an increase of 100 million pengő in the total purchases as compared with the same period of 1935.

Production and consumption within the country are increasing, but foreign trade is not increasing at the same rate.

While internal trade in many branches is approaching the level reached before the depression, the volume of foreign trade during the first ten months of 1936, in spite of a slight increase as compared with 1935, still remained at about one-third of the gold value of such trade during the years 1928 and 1929. An element of uncertainty has for the moment been introduced into foreign trade as a result of the devaluation of various currencies; for instance, at any rate during October, Hungary's exports to the countries which had depreciated

their currencies showed a great falling off as compared with the same month in 1935.

Report of the Second Committee to the Assembly.

The Second Committee of the Assembly stated that it earnestly trusted that the Economic and Financial Organisation of the League would keep in touch with future developments in the monetary field.

The Financial Committee specially considered at its session the problem of foreign debts and exchange control. It held that the weight of the service of foreign debts had been considerably reduced in recent years by periodical arrangements and by the devaluation of the currencies of a number of creditor States. But many of the existing arrangements had been made for a duration of not more than twelve months. If there were cases where monetary authorities were prevented from taking measures to liberate their exchanges because of the consequent uncertainty as to the amount that may have to be transferred for debt service, then it might well be to the advantage of debtor and creditor alike if arrangements of somewhat longer duration were to be concluded.

The Committee did not suggest that such a solution would be appropriate to all classes of debts.

Were arrangements of a longer duration reached, it is important that the debtor States should not forget the ultimate object of taking measures to relax exchange control.

On the broader question, the Committee added two observations only. First, although it may be advisable to conclude longer term debt arrangements, when present arrangements are shown to be an obstacle to the removal of exchange restrictions, it is clear that the most effective action to this end would be a general modification—especially by creditor States—of the present policy of commercial restrictions through quotas and prohibitive tariffs. Secondary, while exchange control may, in certain circumstances, be temporarily unavoidable as a defence against capital flight, its consequences in hampering the normal functioning and growth of trade becomes seriously aggravated as an instrument of commercial policy instead of tariffs or commercial treaties. So long as exchange restrictions in any form are in force, the credit necessary for the conduct of international trade will be restricted; for no creditor, however solvent his foreign debtor may be, can rely on being paid. At the present moment, however, the lack of credit where lack there is, is due largely

to political anxiety. The provision of adequate credit facilities is, therefore, rather a political than a financial problem.

3. HEALTH ORGANISATION.

Nutrition.

Methods of Assessing the State of Nutrition of Children and Adolescents.

Following on the decisions of the 1935 Assembly, the Health Committee set up in that year a technical committee on the Problem of Nutrition. This Committee has prepared a report on the physiological bases of the subject and has also drawn up a list of the problems which it recommends for study.

The report and the programme of research which it contains were communicated to the principal scientific and social institutions in a number of countries. These institutions have arranged for the research work to be started, and in most cases have entrusted it to rapporteurs or special committees.

Amongst the problems, that of assessing the state of nutrition in children is of basic importance. The manifold aspects of this wide subject have been studied by specialists, and a quantity of scientific data is available.

In a number of countries which are collaborating with the Health Organisation in this field, new investigations are contemplated, particularly in Belgium, France and the Netherlands; in Sweden they will relate to 50,000 children, in Czechoslovakia to 10,000, and in Austria to 20,000. In addition, studies of this nature have been proceeding for some time in the United States, the United Kingdom, Poland, and Norway.

For this reason, the Health Committee considered that the time had arrived to compare the various methods and results and to establish a plan of action. This was the object of the meeting held from December 8th to 10th, 1936, under the chairmanship of Professor H. Laugier (France). The experts were mainly the directors of investigations on the various subjects referred to. They succeeded in reaching agreement as to the technical methods to be applied and in drawing up a plan of future studies for co-ordination by the Health Organisation.

The experts recommended three methods of assessing the state of nutrition of children of pre-school age and school age and of adolescents.

(1) The first method is essentially suitable for practical work, such as the determination of the state of nutrition of large numbers of

children in the course of extensive demographic surveys, or the first rough classification of a very large number of subjects.

For this first type of enquiry the experts recommend the preparation of record cards giving particulars of age, sex, physical appearance, weight, and height. Weighing and measuring should be repeated at fairly frequent intervals. In addition, each child should be subjected to a clinical examination bearing upon the colour of the skin, the state of the teeth, the condition of the sub-cutaneous fat layer, the state of the muscles and any signs of abnormal fatigue.

Children who, after this preliminary examination, are considered as showing signs of defective nutrition should form the subject of a more complete examination as described below.

(2) The second type of enquiry is intended for more thorough and more scientific but still partial investigations, covering smaller groups than the previous type. The object will be not only to study the significance of the data collected in the course of the first type of survey, but also to apply tests for latent non-apparent vitamin deficiency.

This second type will include an enquiry into the child's food intake, and into the economic and social status of the child's family, a thorough medical examination, and, so far as possible, special measurements (such as the bisacromial breadth, the breadth of the pelvis, chest girth, etc.), and special tests of hæmoglobin, protein content of blood, pre-deficiency tests, etc., and a photograph.

(3) The object of the third type of enquiry is to study scientifically the disturbances to which all the functions of the body are subjected when the diet is quantitatively or qualitatively deficient. Such enquiries should include all the tests of type 1 enquiries, coupled with somatometric and physiological measurements and psychological tests, as well as a complete medical and psychiatric examination.

No matter how elaborate the enquiry may be, information as to the child's progress in school work should be added.

The following attended the meeting: Dr. Edmund Nobel (Austrian), Dr. Edouard Jean Bigwood (Belgian), Dr. Arthur Griffith Maitland-Jones and Dr. M. T. Morgan (English), Professor Hynek J. Pelc (Czechoslovakian), Professor Louis Sigurd Fridericia (Danish), Mme. C. Brunswick, Under-Secretary of State in the French Ministry of National Education, Professor Henri Laugier, Professor Pierre Nobécourt, and Professor Jacques Parisot (French),

Professor Evert Gorter and Professor Johannes Coennraad Streng (Netherlands), Professor Carl Schiotz (Norwegian), Professor Miecislav Michalowicz (Polish), Professor Urban Hjarne (Swedish), and Dr. Martha M. Eliot (U.S.A.).

Nutritive Food Requirements during the First Year of Life.

The purpose of this meeting, like that of the preceding one, was connected with questions recommended for study by the Expert Committee on Nutrition.

Nutritive food requirements during the first year of life were prominent in the programme, and the Committee desired to offer some guidance on the lines of the fundamental principles of its report in regard to a question of such essential importance to the health and development of children.

In view of the importance of the question, the Health Committee decided to hold a meeting of representatives of the various scientific and social institutions which had undertaken the researches in question. These had, of course, to be entrusted mainly to pediatricists.

The meeting was held on December 11th and 12th, 1936, under the chairmanship of Professor E. Gorter (Netherlands).

The experts defined the nutritive requirements of the first year of life as regards calories, proteins, vitamins and iron, indicating what should be the duration of breast-feeding and to what extent milk, cereals, vegetables (for instance, spinach, carrots, potatoes, etc.), eggs, meat and meat and vegetable broths, should be used to provide a suitable diet for infants. The special requirements of children prematurely born were also dealt with.

The experts also made remarks on the quality and preparation of foods, on the desirability of making available breast-milk depôts for certain cases, and on the influence of infectious diseases.

They also made recommendations as to the necessity for anti-natal and post-natal super-

vision and the nutrition of expectant and nursing mothers.

The report on the meeting contains a list of problems which require further study owing to the differences of opinion that exist in regard to them. The experts divided these studies between them.

The following attended the meeting: Dr. Edmund Nobel (Austrian), Dr. Edouard Jean Bigwood (Belgian), Dr. Arthur Griffith Maitland-Jones (British), Professor Pierre E. A. Lereboullet, Dr. Charles Lestocquoy, Professor Jacques Parisot (French), Professor Evert Gorter (Netherlands), Professor Miecislav Michalowicz (Polish), Professor Urban Hjarne (Swedish), and Dr. Martha M. Eliot (U.S.A.).

4. COMMUNICATIONS AND TRANSIT.

Application by the Zellberg Wolfsberg and Unterdrauburg Woellan Railway Company, Vienna.

In May, 1933, the Council appointed arbitrators to deal with disputes that had arisen between the Zeltweg-Wolfsberg and Unterdrauburg-Woellan Railway Company, on the one hand, and the States territorially concerned, on the other hand. On May 12th, 1934, the arbitrators gave an award finally deciding the point at issue.

During 1936 communications were received from several persons claiming duly to represent the Zeltweg-Wolfsberg and Unterdrauburg-Woellan Railway Company; some of whom asked the Council to reconvoke the body of arbitrators to decide upon a dispute that had arisen in regard to the execution of the award, while others asked it to abstain from so doing.

On October 10th the Council decided to consult the Permanent Legal Committee of the Transit Organisation as to whether an application for arbitration, in due form, having regard to Article 320 of the Treaty of St. Germain, was before it. The Committee considered the question in December and drew up a report which will be laid before the Council in January, 1937.

V.—INTELLECTUAL CO-OPERATION.

I. MEETING OF THE EXECUTIVE COMMITTEE.

The Executive Committee of the Intellectual Co-operation Organisation met on December 21st to 22nd under the chairmanship of Professor Gilbert Murray, and drew up a programme of work for 1937.

Conversations.

The Committee dealt with the preparations for the next "Conversation," to take place during the Paris Exhibition and to be devoted to the "Future of Literature."

It was also informed of the Conversation

organised at Buenos Aires last September during the P.E.N. Club's Congress. Nine South American and about ten European authors were asked to take part by the Institute of Intellectual Co-operation, which was arranging the meeting. The Conversation had for its subject the relations between Latin-American and European cultures. The conclusion reached was that there was only one culture, of which Latin-America represented a branch.

As regards the Conversations between students to take place from May 6th to 9th, 1937, at a place to be fixed later, the subjects selected are: the Rights and Limits of Authority in Political and Social Life; and Contemporary Doctrines on Problems of Peace and International Co-operation. As a general rule, each Organisation affiliated to the Committee of International Students' Organisations will delegate three members, while ten other students, chosen from outside these Organisations, will also be invited to take part.

Revision of School Textbooks.

Thirty-four States have sent in replies on the subject of the declaration prepared by the International Committee on Intellectual Co-operation in 1935.* Twenty-one countries agreed with the principle contained in the declaration. Others are favourable to such an undertaking, but they are unable, on account of their educational system, to accept it immediately and have forwarded it to their competent authorities, while others made reservations in regard to the national body that would revise the textbooks. Having regard to the above facts and to the League Assembly's resolutions asking those Governments that had already approved the principle of the declaration to sign that document,† the Committee dealt with the procedure to be followed. Pending a decision by the Council of the League on that matter, the Committee decided to consult Governments again, sending them an amended text in which due regard would be paid to objections already made.

Arts and Letters.

The Executive Committee reviewed the work of the Permanent Committee on Arts and Letters and considered the reorganisation of the International Committee on Popular Arts. The Bureau of the latter Committee had recommended that the Popular Arts Committee should be brought into the Intellectual Co-

operation Organisation and work under the auspices of the League. The Committee decided to forward this recommendation, with a favourable expression of opinion, to the International Committee on Intellectual Co-operation.

International Museums Office.

The Committee, after receiving information as to the work of the International Museums Office, considered the draft international convention on the protection of national artistic and historical treasures, with the replies received from Governments since the last Assembly session. The International Committee on Intellectual Co-operation has had this question before it since 1933, and had recommended that a conference should meet in June, 1937. But the Council, while favourable to the principle of such a suggestion, decided to postpone a decision until its January session, to enable Governments to consult each other on the matter.

Broadcasting and Peace.

Last September, an International Convention was concluded at Geneva on the Use of Broadcasting in the Cause of Peace. This Convention has been signed by 28 countries; its purpose is to prevent the use of broadcasting in a manner contrary to good international understanding. The Committee considered the preparation of regulations for the enforcement of the Convention, one article of which provides for a reference of disputes to the International Committee on Intellectual Co-operation.

The International Committee's duties would be to form a special arbitration committee for such disputes.

Unemployment among Intellectual Workers.

The Committee considered the problem of unemployment among intellectual workers and the action to be taken on the Assembly's resolution requesting Governments to facilitate the application of the national and international measures proposed by the Intellectual Co-operation Committee and by the International Labour Organisation. The main features of such action would be the establishment of co-operation between the different university information bureaux. It would benefit both the countries desirous of finding new openings abroad for young graduates and also those which need foreign intellectual workers for certain special tasks.

Social Sciences.

The Committee was informed of the results of the enquiry that has been undertaken by the

* See Monthly Summary, Vol. XV, No. 7, page 165, and Vol. XVI, No. 9, page 270.

† See Monthly Summary, Vol. XVI, No. 10, page 333.

Institute of Intellectual Co-operation, in collaboration with the International Labour Organisation, into Man and the Machine. The work has only just begun and will last about two years. There is reason to hope that it will constitute an important contribution to the study of this subject.

*International Architectural Competitions.**

As regards regulations for international architectural competitions, the International Committee on Intellectual Co-operation, having decided to hold consultations with a view to drafting standard regulations, had considered setting up for the purpose a small committee of persons well qualified in architecture and the allied arts. The Executive Committee has taken the necessary steps to arrange for these consultations.

Conference of National Committees.

The second General Conference of National Intellectual Co-operation Committees will be held in Paris in July. Arrangements have been made for this Conference by the organisers of the Paris Universal Exhibition in 1937 of Arts and Technique, which will offer its hospitality. Thirty National Committees have so far accepted the invitation. The Committee also approved the agenda of the meeting, which will deal with the following points: the work of the Intellectual Co-operation Organisation since 1931; discussions on the activity and working of National Committees; structure, competence, and policy of the Intellectual Co-operation Organisation. There will also be a general subject for discussion in plenary meeting, namely, the rôle of intellectual co-operation in the organisation of the modern world.

Contact with Latin-America.

The Committee considered the method of strengthening and developing contact with Latin-America by means of intellectual co-operation. This contact is already of some importance; there are National Committees in several countries, the Ibero-American collection has succeeded in acquainting Europe with important aspects of Latin-American culture; the Levillier scheme is another aspect of the connection and the Buenos Aires Conversation of last September strengthened the bond between the old and new worlds. The Committee considered the possibility of setting up a co-ordination committee to direct the work done in Latin-American countries for developing intellectual co-operation.

* See Monthly Summary, Vol. XVI, No. 7, page 216.

Historical and Ethnographical Collection on the Origins of American Civilisation.†

As regards this collection (Levillier proposal), the Institute is considering the question of funds for its publication, which seem to be assured. The Executive Committee decided to form a Managing Committee of a limited number of ethnographers, historians, and other experts, to draw up a plan for the collection, with details of its execution.

Authors' Rights.

On the subject of the protection of authors' rights, and especially of a universal agreement based on the principles common to the Berne and Havana Conventions, the Committee learned that much progress had been made. The Conference for revising the Berne Convention that was to have met in Brussels in 1937, has been postponed to 1938. At that moment the Belgian Government will convene two conferences: the one, intended for European States, will revise the Berne Agreement; the other will be a general conference and will draw up world regulations on the subject of authors' rights.

Conference of Higher International Studies.

In connection with international relations, the Director of the Institute of Intellectual Co-operation announced the programme of the tenth Conference of Higher International Studies which will meet next summer in Paris. The most important subject to be discussed will be a more equitable distribution of raw materials.

The League and Modern Methods for the Spread of Information.

At the request of the Assembly, the Executive Committee dealt with the question of the League and modern methods of spreading information on behalf of peace—broadcasting, the cinema, and the exchange of gramophone records—as a means of developing international co-operation and mutual comprehension between peoples. The Committee considered the possibility of co-ordinating the efforts of the various bodies by which this work is undertaken.

2. CO-ORDINATION OF SECONDARY EDUCATION.

Overcrowding of universities, congestion of the liberal professions, and resulting unemployment among intellectual workers raise, *inter alia*, the question of the organisation and co-ordination of the various categories of secondary education, with a view to the selection and progressive guidance of pupils towards the type of school best suited to them.

† See Monthly Summary, Vol. XVI, No. 10, page 305.

This in its turn involves questions of the organisation of secondary education, its possible co-ordination, the guidance of pupils, and school programmes, which questions were discussed at the International Institute of Intellectual Co-operation by a Committee of Experts. This Committee, which met under the chairmanship of M. Jules Hiernaux, former Minister of Education and Director-General of the *Université du Travail*, Charleroi, was composed of M. Falski, Director of the Pedagogical Department of the Polish Ministry of Education; M. Duc, Director-General of Technical Education and member of the Governing Board of Education, assisted by M. Abry, Principal of the Lycée Condorcet, and M. P. Simon, Professor at the Independent Faculties, Lille; M. Springer, Inspector of Secondary Schools, Vienna, and Mr. F. B. Stead, former Chief Inspector of Secondary Schools, London.

In the course of their discussions the experts successively defined the character and function of secondary education in the national system, the specific character of the various forms of this education, and the means of co-ordinating them by providing, at certain stages, facilities for transferring pupils from one school to another in either direction and by establishing the broadest possible cultural basis for the different types of education (technical, scientific, and literary).

The proceedings of the meeting, together with monographs to be contributed by the experts,

will be published in due course by the International Institute of Intellectual Co-operation.

3. INTERNATIONAL STUDIES CONFERENCE.

The next session of the International Studies Conference, which will be held at Paris in 1937, will be devoted to the question of the peaceful settlement of international disputes (peaceful change). The following is the agenda: demographic questions, raw materials, markets, colonial problems, and questions relating to the region of the Danube.

The Preparatory Studies Group for colonial questions recently met in London at the invitation of the Royal Institute of International Affairs, under the chairmanship of M. Maurice Bourquin, General Rapporteur to the Conference.

On the basis of a comprehensive report prepared by the rapporteur, M. Christophersen, the experts reviewed the studies now being prepared in several countries. They found that particularly good progress had been made in Belgium, Denmark, France, Great Britain, and the Netherlands. Interesting material had also been assembled in Australia, New Zealand, South Africa, and the United States. Lastly, a certain number of institutions in Britain and Hamburg are engaged in parallel studies on the same subject.

Various decisions were taken with a view to completing the technical preparation of the 1937 Conference by a broader co-ordination of work.

VI.—SOCIAL AND HUMANITARIAN QUESTIONS.

TRAFFIC IN OPIUM.

1. *Sub-Committee for the Revision of the List of Substances and Preparations falling under the Geneva Conventions of 1925 and 1931.*

The Expert Sub-Committee whose duty it is to revise periodically the list of substances and preparations falling under the Opium Conventions of 1925 and 1931, held its seventh session in Berne from December 6th to 12th. Dr. Carrière (Swiss) was in the chair, and the other members were Professor Burgi (Swiss) and Dr. de Myttenaere (Belgian).

The Sub-Committee carefully examined the remarks of thirty-eight Governments and stated its views on the rectifications and additions proposed by them. It also considered the effect that the various decisions recently taken by the Health Committee and by the Opium Advisory Committee would have on the above list.

The mass of information supplied by the Governments of most manufacturing countries will enable a more complete and accurate list to be published.

The Sub-Committee referred to the fact that Governments and customs authorities considered the list of great value; and, therefore, recommended that it should be widely distributed.

2. *Committee on the "Standardisation of Methods of Determining the Morphine Content of Raw Opium and the Cocaine Content of the Coca Leaf."*

The Committee on the Standardisation of Methods for Determining the Morphine Content of Raw Opium and the Cocaine Content of the Coca Leaf met at the Hague on December 17th, 18th and 19th, under the chairmanship of Professor van Itallie (Netherlands), to discuss



the results of the work carried out by the members of the Committee during the year.

In the case of the analysis of coca leaves and of crude cocaine, the methods adopted in 1935 have proved of value and it will be possible to make a final decision after a few points of detail have been settled.

The Committee has gone on with its investigation into the analysis of opium. A comparative study of the international method with those of the United States pharmacopœa and the Japanese pharmacopœa, and with that proposed by M. Knaffl-Lenz, a member of the Committee,

has shown that the international method, proposed in 1933 by the Committee itself, is in the present state of research and despite certain defects, the best and the most accurate. The Committee, however, considered proposals from certain of its members for improving the procedure of analysis. It also adopted a plan of laboratory work for 1937.

The following attended the Committee's meeting: Professor L. van Itallie (Netherlands), Chairman; M. H. Baggersgaard-Rasmussen (Danish); M. Eder (Swiss); M. Knaffl-Lenz (Austrian); M. de Jong (Netherlands); and Mr. Nicholls (British).

VII.—BUDGET QUESTIONS.

MEETING OF THE COMMITTEE ON CONTRIBUTIONS.

The Special Committee on Contributions, set up by the last Assembly,* met in Paris on December 8th.

It reviewed the situation as regards payments for 1936 and considered what measures

should be taken, immediately and during the year 1937, for the collection of contributions.

The following members were present: M. Hambro (Norway), Chairman; Count Carton de Wiart (Belgium); Sir F. Phillips (United Kingdom); M. Osusky (Czechoslovakia); and M. Guani (Uruguay).

VIII.—NEW LEAGUE PUBLICATIONS.

MONTHLY BULLETIN OF STATISTICS.

The December number of the *Monthly Bulletin of Statistics* gives, in addition to the recurrent tables, information on prices and production of important raw materials on building activity and on tourists' expenditure.

During 1936 the tendency towards a *rise in prices* on the world market was more marked in the case of industrial raw materials than in the case of important primary foodstuffs.

Among the latter, wheat alone showed a sharp rise in prices in the second part of 1936 compared with the second half of 1935. The prices for rice, tea, beef and butter have not risen on balance since the autumn of 1935. The price of coffee, which dropped sharply during part of 1935, had, by October 1936, only recovered about half of that drop.

Among industrial raw material prices, on the other hand, those for rubber, wool, cotton, wood-pulp, timber and certain metals such as copper and lead have risen markedly, particularly in recent months. In November 1936 the price of rubber, according to London quotations, was 41%, that of wool 22% and that of copper 25% higher than a year ago and rubber has risen still more since November.

Production of steel and petroleum continues to increase in practically all parts of the world. World output of steel passed its average for 1929 in April 1936, and exceeded it by some 12% in November. World production of petroleum exceeded its 1929 level by almost 22% on an average for the third quarter of 1936. The *world output of copper, tin, lead and zinc* has been roughly maintained throughout 1936 at the average for the last quarter of 1935. With the recent rise in prices quotas for copper and tin have been increased and production should accordingly tend to rise.

The *gold value of world trade* during the month of October, 1936, showed, in accordance with the usual seasonal tendency, an increase of 4% over the preceding month. In comparison with October, 1935, the total gold value was likewise about 4% higher.

The October figures of the gold value of trade are influenced to a certain extent by the drop in the gold value of trade in the countries which devaluated their currencies at the end of September. However, as all trade transactions in the months following immediately after the devaluation may not have been carried through on the basis of the devaluated currency, the calculated decrease for these countries may be somewhat greater than the real decrease.

* See Monthly Summary, Vol. XVI, No. 10, page 317.

World imports on October, 1936, rose in value by 2% over the preceding month, mainly on account of increased imports into the United Kingdom, Germany, and some smaller European countries. World exports have risen by 5%, mainly owing to increased exports from the United States and Canada.

The influence on *foreign trade* of the devaluation of the former gold bloc currencies can now be judged roughly from the figures in national currency.

Imports into *France* in November, 1936, were higher by 45% than in September, exports also by 45%. The corresponding figures for 1935 were 17 and 20%.

The value of imports into the *Netherlands* increased from September to November, 1936, by 23%, as compared with 13% a year ago. The percentage changes from September to November for exports were: 7% in 1936 and 2% in 1935.

Imports into *Switzerland* in November, 1936, were 46% higher in value than in September, 1936, as compared with an increase of 13% during the same period in 1935. The increase

in exports was 21% as compared with 19% a year ago.

During the last three months for which statistics on *Building Activity* are available (in general August to October, 1936), as compared with the corresponding months of 1935, the trend of building activity, measured by construction permits delivered, continued to rise in a certain number of countries. The permits delivered for residential buildings in particular increased in Poland by 80%, Union of South Africa 71%, U.S.A. 65%, New Zealand, Germany, and Czechoslovakia about 50%, Sweden 39%. On the other hand a more or less pronounced slackening, both in residential and other building, was noticeable in the United Kingdom (-7%), Finland (-8%), France and Belgium (-12%), Hungary (-16%), Palestine (-50%). For the Netherlands and Switzerland figures for residential building only are available, and these show a decline of about 30%.

As compared with the year 1929, building activity was higher, in the months of 1936 indicated, in the Union of South Africa, Germany, Sweden, Finland, Hungary, and the United Kingdom.

IX.—FORTHCOMING LEAGUE MEETINGS.

January 18th.—96th Session of the Council, Geneva.

February 2nd.—Conference of Central Authorities in the East on Traffic in Women and Children, Bandoeng (Java).

April 12th.—Permanent Central Opium Board, Geneva.

April 15th.—Committee of Statistical Experts, Geneva.

April 20th.—Committee for the International Repression of Terrorism, Geneva.

April 26th.—Financial Committee, Geneva.

May 3rd.—Committee for the Study of International Loan Contracts, Geneva.

June 17th.—Permanent Mandates Commission, Geneva.

PERMANENT COURT OF INTERNATIONAL JUSTICE*

I. COMPOSITION OF THE CHAMBERS OF THE COURT.

On December 15th, 1936, the Court elected the Members of the Chamber for Labour cases and the Members of the Chamber for Transit and Communications cases for the period 1937-1939.

The Chamber for Labour cases will be composed as follows:—

Members: Sir Cecil Hurst, President,
MM. Altamira,
Urrutia,
Negulesco,
Hudson.

Substitute Members: Jonkheer van Eysinga,
M. Nagaoka.

The Chamber for Transit and Communications cases will be composed as follows:—

Members: MM. Guerrero, President,
Fromageot,
Anzilotti,
Jonkheer van Eysinga,
Hammar skjöld.

Substitute Members: Count Rostworowski,
M. Nagaoka.

The Court also elected the Members of the Chamber for Summary Procedure for 1937. This Chamber will be composed as follows:—

Members: M. Guerrero, President,
Sir Cecil Hurst,
Count Rostworowski,
MM. Fromageot,
Anzilotti.

Substitute Members: M. Nagaoka,
Hammar skjöld.

2. SIX MONTHS' LEAVE FOR MEMBERS OF THE COURT.

In accordance with Article 23, paragraph 1, of the Rules, the Court, on December 15th, 1936, drew up the following leave list for the three years' period 1937 to 1939, for those of its members whose homes are situated at more than five days' normal journey from the Hague:—

1937.—M. Nagaoka (Japan).

1938.—MM. Guerrero (Salvador),
Cheng (China).

1939.—MM. Urrutia (Colombia).
Hudson (United States of America).

* This Chapter has been compiled on the basis of information furnished by the Registry of the Court.

3. ELECTION OF THE REGISTRAR.

On December 5th, 1936, the Court elected as Registrar M. J. Lopez Olivan (Spain).

M. J. Lopez Olivan was Deputy-Registrar of the Court in 1929 and 1930.

4. LOSINGER & Co. (SWITZERLAND-YUGOSLAVIA).†

On December 14th, 1936, the Court made an Order recording the discontinuance of proceedings by the parties and prescribing the removal of the case from the Court's list.

5. THE PAJZS, CSÁKY, ESTERHÁZY CASE (HUNGARY-YUGOSLAVIA).‡

On December 16th, 1936, the Court gave judgment in the suit brought by the Hungarian Government against the Yugoslav Government relating to the judgments rendered on July 22nd, 1935, by the Hungaro-Yugoslav Mixed Arbitral Tribunal in the cases of the Pajzs, Csáky and Esterházy *versus* the State of Yugoslavia.

The suit brought before the Court took the form of an "appeal" from the judgments of the Mixed Arbitral Tribunal (under Article X of Agreement II of Paris) or, in the alternative, a request for "the interpretation and application" of the Paris Agreements (Article XVII of Agreement II and Article 22 of Agreement III).

The Court, in its judgment, which was rendered by eight votes to six, decides that the appeal of the Hungarian Government against these judgments cannot be entertained. On the other hand the Court entertains the alternative claim, but adopts an interpretation in accordance with the submissions of the Yugoslav Government and not with those of the Hungarian Government. Five judges (MM. Anzilotti, Nagaoka, Hudson, Hammar skjöld, judges, and M. de Tomcsanyi, judge *ad hoc*) append to the judgment statements of their separate opinions. Jonkheer van Eysinga concurs in the separate opinion delivered by Mr. Hudson.

The facts of the case may briefly be summarised as follows:—

Even before the final organisation of the new Yugoslav State after the war of 1914-1918, an agrarian reform had been contemplated in that country. With this end in view, transitory

† See Monthly Summary, Vol. XVI, No. 11, page 356.

‡ See Monthly Summary, Vol. XVI, No. 11, page 356.

legislation was enacted in 1919 and subsequently regarding the expropriation of large landed estates in Yugoslavia.

The measures taken under this legislation in respect of large estates in Yugoslav territory but belonging to Hungarian nationals gave rise to a number of actions brought by these nationals before the Hungaro-Yugoslav Mixed Arbitral Tribunal under Article 250 of the Treaty of Trianon. The same thing had occurred with regard to the other countries of the Little Entente before the Hungaro-Rumanian and Hungaro-Czechoslovak Mixed Arbitral Tribunals. The three Mixed Arbitral Tribunals, by a series of decisions, held that they had jurisdiction to adjudicate upon the merits of the claims which had been submitted to them.

Differences of opinion on this subject between Hungary and Rumania had been submitted to the Council of the League of Nations. But no settlement had yet been reached when the difficulties were brought up at the Conferences which met at The Hague in August, 1929, and January, 1930, for the settlement of questions concerning liabilities for war reparations. The second of these Conferences resulted in the adoption of texts laying down the bases on which, at a Conference held subsequently at Paris, four agreements "relating to the obligations resulting from the Treaty of Trianon" were concluded on April 28th, 1930.

Among the Hungarian nationals owning land in Yugoslavia and affected by the measures of agrarian reform were the petitioners Pajzs, Csáky and Esterházy. In December, 1931, they instituted proceedings before the Mixed Arbitral Tribunal against the Agrarian Fund created by the Paris Agreements, claiming in particular indemnities in respect of their land which had been expropriated. The Mixed Arbitral Tribunal, however, in judgments rendered in April, 1933, declared the applications out of time and dismissed the petitioners' claims.

Thereupon the latter instituted fresh proceedings before the Mixed Arbitral Tribunal, this time against Yugoslavia. The petitioners, invoking Article 250 of the Treaty of Trianon, asked for judgment against Yugoslavia for an indemnity in respect of the estates in question. This indemnity was, in two of the suits, described as the "local" indemnity which Yugoslavia pays to her own nationals owning large estates expropriated under the Agrarian Reform.

The Yugoslav Government lodged a preliminary objection to these applications; and, on July 22nd, 1935, the Mixed Arbitral Tribunal delivered judgment in these three cases declar-

ing that the applications could not be entertained because they were based on Article 250 of the Treaty of Trianon. It was from these judgments that the Hungarian Government appealed to the Court.

The Yugoslav Government lodged preliminary objections to this appeal, and these objections were joined to the merits by an Order made by the Court on May 23rd, 1936.

The Court, in its judgment, after setting out the facts, proceeds first to consider whether the Hungarian Government's appeal could be entertained. It proceeds accordingly to analyse Article X of Agreement II which provides that Czechoslovakia, Rumania, and Yugoslavia, of the one part, and Hungary of the other part, agree to recognise a right of appeal to the Permanent Court of International Justice from all judgments on questions of jurisdiction or merits which may be given henceforth by the Mixed Arbitral Tribunals in all proceedings other than those referred to in Article I of the same agreement.

The Court in regard to this point observed that in the three suits in question, the Mixed Arbitral Tribunal, in adjudging that the claims could not be entertained, passed upon their merits. It also holds that in order to ascertain whether the three suits were or were not proceedings referred to in Article I of Agreement II, they must be examined not only from the point of view of the form of the three applications, but also from the point of view of the substance.

After analysing the characteristics of the proceedings referred to in Article I and those of the three suits under appeal, the Court finds that the characteristics of the latter correspond to those of the former.

The Court next observes that the chief argument used in favour of the Hungarian case is based on the fact that two of the petitioners claimed the right to be treated on a footing of equality with Yugoslav nationals, and this fact, in their view, entitled them to hold the Yugoslav State liable to pay them the expropriation indemnities granted to Yugoslav nationals by their national laws. The Hungarian Government's contention was that the Paris Agreements did not render the Yugoslav national régime any less applicable to the Hungarian nationals. The legal proceedings referred to in Article I were—it is argued—exclusively proceedings directed like those that were pending in 1930, against the application of the agrarian reform, having as their object either the restitution or the pay-

ment of the full value of the lands expropriated.

The Court does not consider that such an interpretation can be reconciled with the comprehensiveness of the text in question. Moreover, if the scope of the Paris Agreements is restricted, in the manner contended by the Hungarian Government, the Agreements would scarcely appear to give effect to the principle of lump-sum payments which they were intended to establish.

The Court finds that, in view of the express terms of Article I of Agreement II, the three judgments were not delivered in proceedings other than those referred to in that Article. The Court therefore finds that it cannot entertain the appeal lodged against these judgments.

The appeal having been rejected, the Court had next to examine the alternative submission of the Hungarian Government concerning the interpretation and application of Agreements II and III.

In regard to this point, the Court first shows that the preliminary objection taken by the Yugoslav Government to the Hungarian Government's alternative submission is ill founded.

With regard to the substance of the Hungarian alternative submission the Court observes that this submission relates to "the attitude of Yugoslavia" which takes the form of withholding from the Hungarian nationals who are in the same position as the three petitioners and from other Hungarian nationals who have never had any intention of claiming more than Yugoslav national treatment, the "local" indemnities, payable under Yugoslav agrarian legislation to other expropriated landowners.

As regards Hungarian nationals who are in the same position as the three petitioners, the Court observes that the reasons why the appeal against the three judgments rendered by the

Mixed Arbitral Tribunal on July 22nd, 1935, cannot be entertained by the Court are furnished by the interpretation and application of the Paris Agreements. Where the circumstances are the same, the same interpretation and the same application can but be repeated.

With regard to Hungarian nationals who have never had any intention of claiming more than national treatment, the Court points out that the Hungarian argument really is that the Yugoslav régime of national treatment remains applicable to all Hungarian nationals who have not been admitted to claim against the Agrarian Fund. Here again, the Court considers that it is really confronted with the argument already put forward by the Hungarian Government as to the limited scope of the Paris Agreements. But the Court has been led to discard that argument precisely by means of interpreting and applying the Agreements.

The Court concludes that the attitude of Yugoslavia towards the Hungarian nationals affected by the agrarian reform measures in Yugoslavia has been consistent with the aforesaid Agreements.

It rejects the alternative Yugoslav submission praying it to declare that the three Hungarian nationals in question must be allowed to present their claims against the Agrarian Fund.

6. PHOSPHATES IN MOROCCO (ITALY-FRANCE).*

Within the time-limit appointed for the presentation of the Counter Memorial, the French Government has filed certain preliminary objections. The President of the Court by an Order made on December 18th, 1936, had fixed April 23rd, 1937, as the date of expiration of the time allowed to the Italian Government for the presentation of a written statement in regard to the objections.

* See Monthly Summary, Vol. XVI, No. 9, page 282.

