

LEAGUE OF NATIONS

COMMITTEE ON INTELLECTUAL CO-OPERATION

ENQUIRY

INTO

THE CONDITIONS OF INTELLECTUAL WORK

Second Series

INTELLECTUAL LIFE

IN THE

VARIOUS COUNTRIES

SWITZERLAND

THE UNIVERSITIES

By

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Professor at the University of Fribourg,
Expert on the Committee.

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NOTE

The object of the Committee on Intellectual Co-operation in publishing this series of pamphlets is to call attention to the problems of organisation and intellectual assistance to which each subject gives rise. The Committee does not propose to treat these subjects exhaustively, but desires rather to bring them to the notice of the public and to provide an opportunity for further suggestions.

THE UNIVERSITIES OF SWITZERLAND

By GASTON CASTELLA.

Switzerland has seven Universities, all of them official cantonal institutions¹. Arranged in alphabetical order, they are : the Universities of Bâle, Berne, Fribourg, Geneva, Lausanne, Neuchâtel and Zürich. The University of Fribourg has a dual character which is peculiar to it : it is both Catholic and international ; its founders intended it to be — and it is — an international Catholic centre for higher education.

Seven Universities for a country of approximately 3,800,000 inhabitants is undoubtedly a large number, especially as this figure does not include the Federal Polytechnic School at Zürich, the School for Advanced Commercial Studies at St. Gall — which are both *Hochschulen* — and the Free Faculties of Theology². The number would indeed be much too large if our Universities were attended only by Swiss, and, as will be seen in the course of this brief paper, the question of the number of our Universities does constitute a problem, especially now that the number of students in our faculties has diminished and the expenditure of our cantons increased in consequence of the war and the post-war crisis.

Like most Swiss institutions, our Universities are singularly diverse in character ; there is no definite type of *Swiss* University, as there is of French, German or English Universities. While the organisation of the Universities of German Switzerland is very similar to that of the German or Austrian high schools, the Universities of French-speaking Switzerland recall to a certain extent the French system ; Fribourg and the Federal Polytechnic School have been the most eclectic. Reference will be made subsequently to certain special characteristics of these organisations.

Of the seven Universities, two have replied directly to the questionnaire of the Committee on Intellectual Co-operation : Zürich and Fribourg. The Zurich report, which is signed by M. Hafter, the Rector, is a model document of its kind ; the Fribourg report is shorter, but none the less very full. In the case of the five others, we have had recourse to the *Office central universitaire suisse* at Berne, which is under the direction of M. E. de Waldkirch, Reader in the Faculty of Law at the University of Berne, for whose courtesy and promptitude in supplying us with information on several occasions we cannot sufficiently express our sense of obligation. The present report will be divided into two parts. In the first part, replies will be given to the principal questions in so far as the information at our disposal enables us to do so, and the reader will be referred to the annexed tables in order to avoid repeating in the text figures which are sufficiently eloquent in themselves ; in the second part, an attempt will be made to point out certain general characteristics and to emphasise the importance of various University problems affecting our country.

I.

1. The historical facts which require to be mentioned are not numerous, but they show the great influence which the *religious crisis in the sixteenth century* and the *liberal movement in the nineteenth century* exercised over Switzerland. While the Higher Schools of Bâle, Geneva

¹ The main features of their organisation are described in a small pamphlet, entitled "The Universities of Switzerland", published by the *Office central universitaire suisse* (30 Spitalgasse, Berne), which will be referred to in the course of this paper. The *Bulletin universitaire*, published by this Office, gives University news.

² The Federal Polytechnic School, the School of Engineers incorporated with the University of Lausanne, and the Technical Schools (*technicums*) will be examined in a special report. Another report will deal with the *Handelshochschule*, which is under the direction of the municipality of St. Gall, and with the Cantonal and Municipal Schools of Commerce.

and Fribourg were from the first more or less definitely international in character, those of Berne, Lausanne, Neuchâtel and Zürich tended rather to be national. And if we consider the origins of the Protestant Faculties, they explain the characteristics which differentiate the reforms of Calvin from those of Zwingli and which give to the former a distinctive European appeal which the latter lack. It was not until the second half of the nineteenth century — after the political transformation which turned Switzerland into a federal State — that our Higher Schools assumed a less cantonal character. The inhabitants of the different Swiss Cantons gradually began to enter into closer relations with one another and then there came the influx of foreigners who were attracted partly by the ease with which they could take up residence in our country and partly by our liberal traditions with regard to the right of asylum.

Bâle, which came into prominence owing to the Council of 1431-1449, was endowed with a University by Pope Pius II (*Aeneas Sylvius Piccolomini*). The Foundation Bull of November 12th, 1459, granted it the same privileges as those of the University of Bologna; the solemn inauguration took place on April 4th, 1460. The town, which had adopted the Reformation in 1529, placed the University under its control and gave it new statutes, which the professors and students swore to observe on September 20th, 1532; but the privileges of the High School subsisted until the beginning of the nineteenth century. In 1818, the State abolished them and took over the administration; in 1833, the Canton of Bâle was divided into two half-cantons (Bâle town and Bâle district) after violent political struggles, and the duty of maintaining the University fell upon the town alone. It admirably discharged its duties, thanks to the unflinching civic spirit and generosity of its rich and highly educated bourgeoisie.

The Higher School at *Berne* was established in the year in which the town became Protestant. The Government decided on February 12th, 1528, to found an institute of advanced study for ecclesiastics; the courses began in 1535. During the seventeenth and eighteenth centuries, under the patrician regime, chairs were established in law, rhetoric and mathematics in addition to theology, while in 1787, a *Neues Institut für die politische Jugend* was created, in which law and history were taught. In 1805, an Academy was formed, with four Faculties: theology, law, medicine and philosophy. It was considered insufficient by the Liberals, who, in 1831, advocated reorganisation of higher education. The law of March 14th, 1834, which is still in force, established a real *University*. In 1874, during the struggles of the *Kulturkampf*, a Faculty of "Catholic-Christian" or "Old Catholic" Theology was added to the others. In 1875, the University was reinforced by a college for the training of teachers; in 1900, a Faculty of Veterinary Medicine was established, this subject having been previously taught in the Faculty of Medicine; and in 1921, an Institute of Dental Medicine was created.

Fribourg was not endowed with a University till the end of the nineteenth century, although the idea of instituting "advanced Catholic studies" in Switzerland was contemporaneous with the Catholic revival consequent upon the Council of Trent and the foundation of Jesuit colleges in Switzerland. A modest school of law had existed since 1763, which was established, in the words of the foundation decree, "to educate the patrician youth in the sciences necessary to the art of government". In 1817, the friends of Father Girard, the celebrated educationist, prepared a plan for founding an Academy on the model of the German Universities. The Jesuits, who were adversaries of Father Girard, organised soon after their return to Fribourg, in 1818, an *Academy*, designed to supplement the studies carried on in their celebrated college. The Academy had chairs of theology, law, philosophy, exegesis and Hebrew. It was intended to add courses in natural science and medicine, and thus to establish a real University, and the Jesuits were collecting funds for this purpose in France when the Revolution of 1830 upset all plans. The idea was only taken up again after the decisive victory of the Catholic Conservative-Democratic Party, led by M. G. Python, one of the members of the present Government. In October 1886, a Decree of the Grand Council (the legislative authority) allocated 2,500,000 francs (the profits from the conversion of the public debt) for the purpose of founding a University at Fribourg. In 1889, a further decree made provision for the inauguration, in the autumn

of that year, of the Faculties of Law and Philosophy. The year 1890 saw the opening of the Faculty of Theology, which was entrusted to the Dominican Order by arrangement with the General of that Order. In 1895, the Faculty of Science was inaugurated. The University Organisation Law bears the date of December 1st, 1899.

Geneva is indebted to Calvin for its celebrated Academy founded in 1559. The part played by it in the spread of Calvinism and in the progress of letters and science is of world-wide importance. In 1809, the Academy consisted of three Faculties, Theology, Letters and Science, to which a Faculty of Law was added in 1825. The Academy became a University in 1873. In 1914, a special Faculty was created for "Economic and Social Science"; and, in 1918, the Dental Institute was attached to the Faculty of Medicine.

Lausanne also owes the foundation of its University to the Reformation. The Pays de Vaud, which had formerly belonged to Savoy, was conquered in 1536 by the Bernese, who held it until 1798. It had to accept Protestantism, and an Academy was established in 1537 for training theologians. Chairs of Law, History, etc., were instituted in the seventeenth and eighteenth centuries — during the period of Bernese rule. The Pays de Vaud became the Canton of Vaud in 1803 and a law, passed in 1837, reorganised the Academy, which contained Faculties of Theology, Law and Philosophy (Letters and Science). After the founding of a school of pharmacy, the Academy was raised to the rank of University by the Law of May 10th, 1890.

Neuchâtel owes its High School to Frederick William III, King of Prussia — the Kings of Prussia had been Princes of Neuchâtel since 1707 — who established an Academy in 1838. The Academy was suppressed in 1848 when the independence of Neuchâtel was proclaimed, but it was re-established in 1866 and endowed with three Faculties (Letters, Science, Law), to which a Faculty of Theology was added in 1893. It became a University by a Law dated May 18th, 1909.

In *Zürich*, a High School was founded in 1525, which was destined by the reformer Zwingli to be used for the training of theologians. Chairs of Mathematics, History and Law were instituted during the seventeenth and eighteenth centuries. A "*Politisches Institut*" was set up in 1813 to train specialists for administrative careers. The Liberal movement, which was very strong in Zürich, led to the passing of the law of September 28th, 1832, by which the University was founded. Courses were opened on April 29th, 1833, in the four Faculties of Theology, Law, Medicine and Philosophy. In 1862, the Faculty of Philosophy was divided into two sections: (1) philosophy, philology and history; and (2) mathematics and natural science. In 1898, the Dental Institute was definitively affiliated to the Faculty of Medicine. A new Faculty of Veterinary Medicine was established in 1901. In 1903, a section of advanced commercial studies was included in the Faculty of Law. In 1914, the two sections of the Faculty of Philosophy were each raised to the rank of an independent Faculty.

2. There are accordingly Faculties of Protestant Theology at Bâle, Berne, Geneva, Lausanne, Neuchâtel and Zürich; of Roman Catholic Theology at Fribourg; of Catholic-Christian or "Old Catholic" Theology at Berne; of Law in all the Universities; of Medicine everywhere, except at Fribourg and Neuchâtel; and of Philosophy, Letters and Science everywhere. (It has already been pointed out that the grouping of these latter branches of learning differs in the various Universities.) Economic and Social Science is taught in a special Faculty at Geneva. At Fribourg, by a decision of the Roman Curia, the University may confer degrees in Canon Law, although it does not possess a special Faculty of Canon Law.

The main lines of administrative organisation, which vary in the seven University cantons, are as follows: the Universities enjoy the "academic freedom" dear to Germanic countries; in particular, they recruit their teaching staff by invitation and by conferring of degrees. They are, however, all placed *qua* official institutes under the direct control of the Cantonal

Department of Public Instruction — which corresponds to the Ministry of Public Instruction in States which are more highly centralised than our Confederation. It is the cantonal Government which appoints the professors and, in the case of certain cantons, even confirms the election of the Rector after he has been chosen by his colleagues. The Rector, the Deans of the various Faculties and the Senate — which is composed in some cases of all the professors and in others of a certain number of them — are the University authorities. Every University has a Chancellor's Office of greater or lesser importance, which has many duties to perform and serves incidentally as an *information bureau*.

The organisation of the courses and the *granting of degrees* vary to some extent in the different Universities, but the general features are everywhere the same. The student is free to choose the courses which he desires to attend. There are many different curricula, but their purpose is only to serve as guides. Permission to take a particular examination is given to any student who has attended certain courses for a specified number of *semesters* (the academic year is divided into two *semesters*). In all the Universities the students pay *class fees* (*Kollegie ngelder*) of five or six francs per hour per week every semester — except at Fribourg, where they only pay a fixed fee, with the addition of a laboratory fee in the Faculty of Science. Additional fees are charged for the laboratories and clinics, together with small sums for the use of the libraries, sick insurance funds, etc. On entering the University, the students pay a matriculation fee of from ten to twenty francs.

Any student not under eighteen years of age possessing a certificate of maturity (*baccalauréal*), which may be in classics, science or modern languages according to the University, or even according to the Faculty, can matriculate at a Swiss University. Foreign certificates and degrees are recognised for the purpose of matriculation in Switzerland if they are valid in the country in which they are granted. *Foreign* students are treated on the same footing as Swiss, provided that their previous education and their conduct are satisfactory. Conditional matriculation may be granted. This is made definite if the student fulfils, within a given period, certain conditions proving that he has completed his general education, *e.g.*, at Fribourg if he passes an examination in Latin.

Matriculation alone does not confer the right to take examinations for University *degrees*. These degrees consist of the *licence* (master of arts degree) and the *doctoral*. The former may be taken in all the Universities of French-speaking Switzerland and at Fribourg ; it is exceptional in the Universities of German Switzerland. The *doctoral* is conferred by almost all Faculties. To obtain a Doctor's degree, the candidate must spend at last six semesters in University study (including two at the University where the examination is held), submit a thesis and pass an oral examination. At the Universities of Geneva, Lausanne and Neuchâtel, the thesis must also be argued. When printed, two hundred copies of the thesis must be given to the University for purposes of exchange. In the Swiss Faculties of Theology, Letters (Philosophy), Law and Science, the thesis is generally an example of the student's early professional work and is written by him at the age of 23-25. In the Faculties of Medicine, the thesis is, as a rule, written immediately after the State professional examination.

3. A list is given in Document 1-a, which is in the records of the League of Nations, of all the scientific institutes, seminaries, etc., attached to the Universities ; a mere list of their names would require a whole catalogue. It may be affirmed that, as a general rule, these institutes are well organised and work satisfactorily. The number of students varies, of course, according to the special subjects taught and the University ; but, as in other countries, it is in the schools or laboratory that scientific methods and scientific knowledge are acquired. The *records offices*, *museums* and *libraries* are controlled, not by the Universities, but by the towns, the cantons or the Confederation (the National Swiss Museum at Zürich, Director : M. Lehmann, Professor at the University of Zürich ; the Federal Records Office at Berne, Director : M. Türlér, Professor of the Auxiliary Historical Sciences at the University of Berne ; the National Swiss Library at Berne, Director : M. Marcel Godet). The libraries are, however, in close touch with the Universities and several of them

are both "Cantonal" and "University" ; certain Universities grant them regular subsidies for the purchase of books ¹. These matters, which vary as between one canton and another, are determined by laws or special regulations.

4. The courses are given in *French* at Geneva, Lausanne and Neuchâtel ; in *German* at Bâle, Berne and Zürich ; and in *Latin, French and German* at Fribourg. But in all the Universities there are some courses which are given in languages other than the chief official language. For example, the course on French literature and several courses on law are given in French at Berne (because the Canton of Berne contains a French-speaking district, the Jura) ; similarly, a course of Romance Philology is given at Zürich, a course of German Literature in German at Geneva, and courses of English Literature in English at Lausanne, Zürich and Fribourg. The last-named University is, on account of its international character, the one in which the predominance of a particular language is least marked.

The *foreign civilisations* (literature, history, institutions, etc.) which are studied may be said to include all those of Europe, from the most remote prehistoric and early historical times, and those of the Classical East. They are studied with reference to their literature, literary history, linguistics, archæology, political history and institutions. Naturally, the history of America, particularly of the United States, receives the attention which it deserves in courses on general history and on the history of institutions.

Vacation courses are also given in various languages. They were interrupted during the war, but were resumed in 1921. The courses are of different lengths and they deal with various subjects ; the fees are low. Thus, in 1922 and 1923, the Universities of Lausanne, Neuchâtel and Geneva organised courses on French language and literature ; in 1922, courses were given at Bâle University on German language and literature ; and in 1923, courses were held at Fribourg on French, German, English and Italian literature, theology and philosophy. *Contemporary questions* are not neglected. A series of lectures was given in 1922 at the University of Geneva on the League of Nations, the International Labour Office and the Red Cross by members of the secretariats of those organisations ; in 1923, on the present political, economic and social condition of Europe, the East, South America and the United States of America, and on international intellectual co-operation. This series extended over seven weeks. Vacation courses are mainly intended for foreigners and for primary and secondary school teachers. At Fribourg, the Government assists teachers to attend by paying a portion of the fees. All information as to these courses is given directly by the Registries of the Universities.

5. There is also an *Office central universitaire suisse (Schweiz. Zentralstelle für Hochschulwesen)*, which was founded in 1920 and inaugurated in 1921. It is the joint office of the *Association nationale des universitaires suisses*, the Swiss Universities and the Federal Polytechnic School ². Its special function is to supply information as to conditions of study in Swiss and foreign Universities and to serve as a link between the various High Schools, the Faculties and the Governments of Switzerland and between these organisations and foreigners. It gave information of various kinds in more than two hundred and fifty cases in 1922. It collects University laws, regulations and publications of all kinds concerning Swiss and foreign High Schools. The "Office" has made a provisional arrangement with the "Fédération suisse des Etudiants", the most important Swiss student group, according to which the latter is to supply it with information as to the conditions of life of the students and their organisations, sports, etc.

¹ See *Bibliothekswesen und Hochschulen*, by M. Heusler, Librarian of the Bâle University Library (*Annales universitaires suisses*, 1920-21).

² As regards this question, see the *Bulletin universitaire* (published by the "Office" already mentioned *passim*), the articles of M. Gmür, Professor at the University of Berne—*Die Schweizerische Zentralstelle für Hochschulwesen*— and of M. de Waldkirch, Secretary of the "Office"—(*Bericht...* etc.)— in the *Annales universitaires suisses* for 1920-21 and 1921-22. Complete collections of the *Bulletin* and of the *Annales* are deposited with the other documents used in the enquiry among the records of the League of Nations. The address of the "Office" is 30, Spitalgasse, Berne.

In spite of its modest beginnings, the "Office" bears a certain resemblance to the National Office of French Universities and Schools, the University Bureau in London and the Institute of International Education in New York. M. Gmür, Professor of the Faculty of Law at the University of Berne, has shown clearly in the article referred to above the needs which the establishment of this "Office" was destined to meet and the great rôle which it may be called upon to play in our University life. The eminent Berne jurist rightly observes that the establishment of the "Office" was necessary on account of the number of our High Schools and the diversity of their organisation. While no one proposes any longer to create a Federal University — as in 1798 and 1848 — or to centralise intellectual life, many persons feel that there is a gap which the "Office" is endeavouring to fill and consider that we are in a position of inferiority as compared with foreign countries by reason of the great diversity of our organisation and our ignorance of University life beyond our frontiers. That each Swiss University should continue to feel an attachment for the soil on which it was founded is perfectly right and proper. But our fund of ideas and sentiments ought to be enriched and we ought to learn to understand our neighbours better by instituting exchanges of students between Swiss Universities and by providing for an "equivalence" of studies and degrees between Swiss and foreign Universities. This will be a work of international intellectual co-operation.

Reference may also be made to the *Conference of Rectors of Swiss Universities* founded in 1903. Its object is to facilitate an exchange of views on questions which concern all our High Schools, including the Federal Polytechnicum. The decisions of the Conference are only taken *ad referendum* and do not bind the Institutes which have sent delegates (Article 3 of the standing orders of the Conference)¹. The Conference has dealt up to now with questions of matriculation, the legal protection of Swiss University degrees, the establishment of an entrance examination, the foundation of the "*Office central universitaire*", the obligation to print theses and the special position of the students of the Canton of Ticino on account of their special relations with Italy and their language. Everyone agrees that, within the limits which the Conference has laid down for itself, it is rendering very great service.

It will be seen that, while maintaining their independence and their distinctive characteristics, the Universities of Switzerland have realised the need for co-operation. The establishment of the organisations which have been enumerated, in particular the *Office central universitaire*, has brought out very clearly the diversity of organisation of our High Schools. This diversity can even be seen in their *financial system*, and a professor in the Faculty of Law of the University of Fribourg, M. Aeby, has recently written a special article on the financial autonomy of our High Schools². In this article, he makes the very interesting observation that "in most budgets the expenditure of the *Institutes* which are affiliated for practical purposes to the University (clinics, libraries, dental and veterinary institutes, etc.) is entered separately", and that University endowments are also dealt with independently. The Fribourg professor further observes that the University of *Fribourg* enjoys a larger measure of financial autonomy than other similar Swiss Institutes, because, by reason of its origin, it is not dependent entirely upon the general revenue of the State.

Account must therefore be taken of M. Aeby's remark in order to appreciate the financial efforts of our cantons on behalf of higher education; it would be necessary to make a thorough investigation of their financial position and of the various science endowments in order to arrive at the *total* amount devoted to advanced study. This total is, therefore, much higher than the figures given in the attached table — approximately four millions in 1913 and ten millions in 1922 — in spite of the heading of the first column. Only a portion of these amounts is represented by the *salaries* of the 914 professors and the 73 lecturers and tutors attached to the

¹ See *Die Schweizerische Rektorenkonferenz*, by Professor Thormann, of the Faculty of Law at the University of Berne, in the *Annales universitaires suisses*, 1921-22.

² *L'Autonomie financière des universités suisses*, by Professor Aeby, in the *Annales universitaires suisses*, 1921-22.

Universities who gave instruction during the summer semester of 1923¹. Finally, we must not forget the financial efforts of the auxiliary University associations — the *Sociétés académiques* at Geneva, Lausanne and Fribourg and the *Hochschulvereine* of Bâle, Zürich and Berne — although the principal object of these groups is that of examining University questions and establishing permanent contact between the High Schools and the general public.

6. Great diversity is also apparent in the *students' associations*, although certain definite general currents and some attempts at federation may be observed².

The great majority of the Swiss students' associations do not group the students according to the nature of their studies, but are associations of a political or religious character. Consequently, they have adherents in several Universities who are grouped in "Sections" which bear the name of the association or special names taken from the various towns. A list of the associations is given in one of the annexed documents and we will only refer here to the four most important ones. The *Société de Belles-Lettres* (founded in 1806) is not of a political character, but has taken for its object "the development of the spirit of French-speaking Switzerland" and the study of literary questions. The *Zofingue* Association (founded in 1819) aimed at the "development of the patriotic spirit", without distinction of parties; it soon grouped together the moderate Liberal element, and it was abandoned in 1832 by the founders of the *Société suisse des Helvétiens*, which has Radical political tendencies. The political struggles of the first half of the nineteenth century gave rise in 1841 to the *Société des Etudiants suisses*, which combined the Christian and Conservative elements; it has been exclusively Catholic since 1873. These illustrate the principal tendencies. Mention might also be made of other associations recruited from students of the Protestant, Catholic or Jewish persuasion, sporting associations and "Corps", after the German model. The four above-mentioned associations and some others also wear "couleurs" — to use the time-honoured German expression — that is to say, a cap and a band over the shoulder. Some of them have retained the custom of the "Comment" and of duelling. Foreign students form national associations, as they may desire, possessing the characteristics of their country of origin.

The existence of Swiss particularism, of which more than one example has already been noted, explains why the first *Swiss Students' Federation* was only established in 1920. One of its founders, M. Châtelain, a student in the Faculty of Law at Berne, points out, in the article already referred to, that the re-establishment of peace, the "wave of idealism which swept over tottering Europe" and the League of Nations were the principal causes of this movement towards federation. The International Congress of Students at Strasburg in 1919 called the attention of the Swiss to the absence of any national organisation in their country, and a group of students accordingly set to work in the matter in December 1919. The objects of the young "Fédération" constitute in themselves a whole programme, the achievement of which will be slow and will require much tact and patience. They are to protect the material and moral interests of Swiss students, to create solidarity between the various associations of our country and to represent Swiss University students in international congresses and abroad. The "Fédération suisse des étudiants" is affiliated with the "Confédération internationale des étudiants", which was founded in 1919 on the initiative of French students and which now embraces the national students' unions of seventeen States and publishes a journal entitled *Le Monde universitaire*. The "Fédération suisse des étudiants" carried out an educational tour in France from March 16th to 27th, 1923, of which all those who took part have retained a profound and grateful recollection; the idea of educational tours is making progress³.

¹ Statistics with regard to professors and students will be found in the *Almanach universitaire suisse* (*Schweizerischer Hochschulkalender*), which is published every semester by Messrs. Leeman and Co., Ltd., of Zürich.

² See the *Bulletin universitaire*, Nos. 1-5 (*passim*) and the *Annales universitaires suisses* (1920-21); E. Lohner, *Die Schweizerische Studentenschaft u. ihre Bestrebungen für eine künftige Regeneration der Hochschule*; A. Deluz, *L'Œuvre universitaire suisse des étudiants prisonniers de guerre* (1921-22); G. Châtelain, *La Fédération suisse des étudiants*; Duthaler, *Studentische Fürsorgeeinrichtungen*; Staempfli, *Das akademische Sportwesen in der Schweiz*.

³ See the *Bulletin universitaire*, No. 4.

There is also another international organisation : the International Secretariat of Catholic Students, called the *Pax Romana*, the idea of which was mooted in 1888, but not carried out until 1921. The meeting at which the organisation was founded was held at Fribourg and brought together the representatives of twenty-five countries ; the headquarters are at Fribourg¹. The exchange of students between the various countries and assistance to students in countries ruined by the war are the principal objects which it pursues.

Student *relief work* mainly takes the form of assistance from the *sick insurance funds*, which are to be found in all the Universities and to which each student pays a small contribution every semester, and in the right of admittance to the *University sanatorium*, which was opened at Leysin in October 1922 (and with which the University of Fribourg alone is not connected). The material situation of the students has become worse since the war — to an extent of which the general public is hardly aware — and organisations for mutual assistance and charity have a wide field of action open to them. But man does not live by bread alone...

That was clearly proved by the war, and it was to provide material and spiritual help that the *Œuvre universitaire suisse des prisonniers de guerre*² was founded during this period of stress, thanks to the initiative of M. Louis Maillard, Professor of Astronomy at the University of Lausanne. As the author of the present report is Swiss, he cannot enlarge upon this work of his compatriots. He may, however, be permitted to mention that the organisation carried on its activities in 472 prisoners' camps, that its influence extended to 18,180 prisoners of war and that it made itself directly responsible for the care of 9,000 persons interned in Switzerland. Between 1,200 and 2,200 of the interned were admitted into our High Schools from the winter semester of 1916-17 until the summer semester of 1918, and they were even enabled to prepare for examinations in their own country, thanks to the institution of special courses. The organisation was able to arrange that psychasthenia should be included among the diseases giving the right to immediate internment in Switzerland, and it succeeded in getting a Franco-German agreement signed with regard to the intellectual assistance of prisoners of war.

7. This international activity of the members of the Swiss Universities brings us, in conclusion, to the question of *Intellectual Co-operation* — which is only in its infancy. It is the task of the Committee on Intellectual Co-operation to select the most effective means for developing international relations of an intellectual kind. The Swiss Universities have, so far, had to restrict themselves to endeavouring to obtain the conclusion of *partial agreements* with certain foreign High Schools.

A *Franco-Swiss Inter-University Conference* was held at Geneva from September 30th to October 4th, 1919, under the presidency of M. Raoul Gautier, Rector of the University of Geneva³. The following countries were invited to take part in the Conference and sent delegates : Belgium, the United States, Great Britain, Italy, Poland, Roumania and Czechoslovakia. The Conference adopted unanimously, and decided to submit for the approval of members of the higher teaching staff and for the sanction of the competent authorities of the two countries, *recommendations* with regard to the following questions : the division of the academic year ; the establishment of a uniform course of study ; whether examinations (especially the "licence" examination) should be taken all at one time or in parts ; the "equivalence" of studies, examinations and diplomas ; the exchange of professors ; the establishment of international University information bureaux ; the relations between libraries, and the relations between the Universities and elementary education. The exchange of views was of very great interest, but nothing has so far been done beyond the adoption of recommendations.

An *Anglo-Swiss Inter-University Conference* was held at Bâle from August 21st to 23rd, 1922. The Conference discussed a certain number of questions similar to those mentioned above,

¹ See the *Bulletin universitaire*, No. 5.

² See article already referred to by M. A. Deluz in *Annales universitaires*, 1920-21.

³ See the *Documents, verbatim reports of meetings and reports* of the Franco-Swiss Inter-University Conference, Geneva, September 30th to October 4th, 1919. Publisher : J. Studer, Geneva, 1920, 121 pages.

but its decisions were also not of an obligatory character. The results which concern the Swiss, and which were communicated to them during the year 1923, are as follows :

(a) The Universities of Cambridge, Birmingham, Leeds, Liverpool, Manchester and Sheffield recognise the University of Bâle as an *affiliated University*. The students of the University of Bâle are therefore admitted to these English Universities without having to pass an entrance examination.

(b) The University of *Oxford* exempts from the entrance examination all Swiss students who have passed the appropriate examination, with Latin as a subject, and have obtained the certificate of maturity (*baccalauréat*). If a Swiss student desires to pass an examination at Oxford, the University of Oxford will allow him to reckon his period of study in Switzerland up to a maximum of two years.

II.

If we try to discover certain *general characteristics* of University life in Switzerland and the *main problem* with which public and University authorities are faced, the results might be summed up as follows :

1. That the fall in the value of money and the precarious economic situation of the Continent of Europe are the principal causes of the evils from which our higher education is suffering. The expenditure of the Canton-States, upon which the Universities depend, has increased in a much larger proportion than their revenue. The views held by our best economists and our most eminent administrators would seem to prove that we have arrived at the *extreme limit* of the financial charges which can be imposed upon the taxpayers. Consequently, it is increasingly difficult for the cantons — as is shown by their budgets and the debates of the legislative authorities — to obtain new resources or even the sums necessary for the various administrative services. Attempts are therefore made to economise, and generally to economise on such items of the budget as do not appear to present any immediate material utility. Higher education suffers to a certain extent from this conception of economy. The scale of salaries which will be found in one of the annexed tables shows the differences between the various cantons. It is no exaggeration to say that these salaries do not by any means everywhere suffice to relieve professors — and this is especially the case at Fribourg — from ordinary material anxieties. The table (No. 1) of salaries and expenditure drawn up in accordance with the figures supplied by the cantonal departments of Public Instruction or by the Universities shows that the financial position of the Universities in *German Switzerland* is on the whole better than that of the Universities of *French-speaking Switzerland* : the general expenses are not proportional to the number of students¹.

2. That the complications of the international situation also have their effect upon our Universities and particularly upon the number of students in the Faculties. The number of students has greatly diminished in most of our High Schools, as is shown by the attached annex. Many foreign students no longer have the resources to allow them to study in Switzerland, especially as the Swiss exchange is against them. The relative impoverishment of the intellectual classes is also noticeable in Switzerland. Persons who formerly would have been able

¹ Financial difficulties due to the economic crisis have given rise to a scheme to amalgamate the three French-speaking Universities into one and to distribute the various Faculties among the three capitals, Geneva, Lausanne and Neuchâtel. There does not, however, seem to be much chance of this scheme being carried out (see "La question de l'Université romande" (E. Bauty), *Gazette de Lausanne*, May 21st, 1923).



to send their children to the University now have to put them into occupations where they can earn money immediately. It is possible that, to a certain extent, every evil has its good side, and that the overcrowding of the liberal professions may be diminished. But as it is everywhere stated that all careers are overcrowded, it may well be asked if the diminution in the number of students is really an advantage. Moreover, a certain number of Swiss students — a number which appears to be diminishing, according to what we hear from various quarters — are taking advantage of the state of the exchanges in order to go and study in foreign Universities, particularly in Germany. Finally, it is possible that the *nationalist* feeling which is observable in various countries is a factor in deciding a certain number of foreigners to study in their own country. The falling off in the number of students in our Universities naturally has an effect on the receipts of the Universities and on the situation of the professors, whose share of the lecture-fees (*Kollegiengelder*) is reduced (see Table No. 2).

3. It may be concluded from what has been said that the majority of Swiss Universities cannot make any extensive plans for the future and must restrict themselves to maintaining their positions. No important changes appear to have been made since 1914. We may, however, mention the establishment at *Berne* in 1921 of an Institute of Dental Medicine.

4. Finally, certain theoretical and professional problems are engaging the attention of the Swiss authorities and Universities. We can only refer here to the most important of them — the question of the standard of general education which should be required of students entering the university, the question of specialisation — students are apt to begin to specialise too early — and the question of *Latin*, which is closely connected with the former and is so often debated in all countries. The last question was discussed by the National Association of Swiss University Professors at its general meeting on December 11th, 1921, at Neuchâtel. It is now subjected to the scrutiny of the public, since the Federal Council has had it investigated by a committee of experts entrusted with the revision of the regulations for the examination called the “*maturité fédérale*”. This examination, which does not interfere with the cantonal *baccalauréat* examinations — for the cantons are rightly jealous of their sovereign rights in questions of public education — is intended for students who, for good reasons, have not been able to follow a regular course of secondary education or who are self-taught.

The work of the Universities and the tasks imposed upon them have been discussed for the last three years in the recently established and admirable review entitled *Annales universitaires suisses* (see number for 1921-22), published by M. E. de Waldkirch, the Director of the *Office central universitaire suisse* at *Berne*. This distinguished *Berne* professor has himself written an article replete with facts and ideas, entitled *Das schweizerische Hochschul-Jahrbuch in seinen Grundlagen und Zielen*. It contains an entire programme of activities affecting alike the professors and students of our Universities and Swiss public life as a whole. He rightly opens with the clear and suggestive statement: “We need an active interchange of ideas”, and justly attributes the responsibility for the absence of such an exchange to “the splitting up of modern intellectual life” (“*die Zersplitterung des modernen Geisteslebens*”). We would like to follow him page by page and even to quote the twenty articles on various subjects which appeared in the two numbers for 1920-21 and 1921-22. The space at our disposal makes it impossible to do so. But we must at least give a summary of two articles which appear in the 1920-21 number, and which have the merit of raising once more, and endeavouring to resolve, two questions of primary importance — the role of the Universities in Swiss public life and the presence of numerous foreigners in the professoriate. The first of these treatises — “The Universities and Public Life in Switzerland” — was written by M. W. E. *Rappard*, Professor at the University of Geneva and one of the first League of Nations workers; the second — “Foreigners and Swiss Universities” — is from the pen of M. *Sausser-Hall*, Professor at the University of Neuchâtel and Permanent Secretary in the Federal Political Department.

In the light of the experience of the last few years, M. *Rappard* indicates in outline the

work which Swiss University professors will be called upon to perform in public life. He expresses a hope : (1) that in the future an ever-increasing number of our Chairs will be occupied by professors of Swiss nationality¹ ; (2) that endowments by private persons will contribute towards raising our High Schools out of the poverty which now paralyses them and will enable them to pay the professors on a reasonable scale. The latter will then no longer be compelled to supplement, by additional work, the inadequate resources which the State accords to them ; (3) that exchanges of professors between the Universities of German Switzerland and those of French-speaking Switzerland will make the members of the higher teaching staff "sagacious and conscious" interpreters of the rival races which inhabit Switzerland; and (4) that University men will help to guide and moderate opinion in class conflicts. They are in touch with the people — frequently by their origin, more often by the smallness of their earnings — and they may bestow on the people, in return for their hard work, spiritual gifts which conduce to their mental and moral welfare².

These conclusions may be compared with those arrived at by M. Sauser-Hall. As science is and must be international, there should be no hesitation, if the interests of pure scientific research are alone considered, in opening Swiss Universities freely to distinguished foreign scholars. He adds : "We may be all the more disposed to do so when we consider that the history of the foreigners who have devoted all their powers to the development of Swiss Universities is a glorious one." But, he adds with reason, our Universities are not "merely institutes for pure scientific research": we must consider "the intellectual, and not only the strictly professional, education of the students". The force of the general ideas which are put into circulation by University men "should not be disregarded, especially as the nation is threatened in its very foundations by the excessive influx of foreigners", who number more than half a million out of a population of less than four million. Must we then "regard the relations between Swiss Universities and foreigners as a matter directly dependent upon the general policy of the country?" The number of Chairs in Switzerland held by foreigners — calculated in 1915 by M. Rappard in the article already mentioned — is striking. Fribourg 73 % ; Bâle 33 % ; Zürich 25 % ; the Federal Polytechnic School 21 % ; Berne 22 % ; Lausanne 17 % ; Neuchâtel 14 % and Geneva 13 %. Is it excessive? "It is difficult to affirm it", says the Neuchâtel professor, "even in the case of Fribourg University, where the observance of the Catholic dogma invests the University instruction with a philosophical unity which the varied nationalities of the professors cannot disturb". M. Sauser-Hall proposes : (1) to confine to Swiss citizens the Chairs of educational science and law, in order that the young jurist may appreciate in all its fullness and force the federative idea which is so intertwined with our history; (2) to make the appointment of a foreigner to a University Chair in Switzerland dependent upon the very important condition of reciprocity — a matter which is mainly of importance in our relations with France and Germany. Finally, he discusses the questions of the *international exchange of students* and the "equivalence" of studies, which formed the subject of the Franco-Swiss Inter-University Conference at Geneva in 1919 and the Anglo-Swiss Conference in Bâle in 1922. He emphasises the importance of closer contact with the *Anglo-Saxon* world, which exhibits so lively an interest in our intellectual life and our political institutions. He concludes : "The direction which

¹ M. Rappard discussed this delicate question in 1915 in an article entitled "The Nationality of University Professors in Switzerland" (*Wissen und Leben*, June 1st, 1915).

² The following pamphlet by M. E. de Waldkirch, who has already been mentioned, and who recommends far-reaching reforms in the relations between the Universities and the State, will also be read with interest : *Staat und Hochschule* (published by E. Bircher, Berne and Leipzig, 1920). We may add also that of M. Pierre Boel, professor at Geneva University, "La réforme scolaire à l'Université" (Neuchâtel, Forum ed., 1921). His leading ideas are the same as those which inspire, in France, the "Companions" who advocate the "new University", in Germany, "Die neue Erziehung", in Switzerland, the books of Professor Ragaz and at Geneva the programme of the Society "La Justice sociale dans l'éducation". These ideas are: the social point of view should have a greater role in education, the appeal to the scholar's personal activity seems the most useful factor in his complete development. There are excellent suggestions in this pamphlet, which has unfortunately come under my notice too late to allow of my doing more than draw attention to it.

might thus be given to our University life in our relations with foreigners, both professors and students, would be of a nature to ensure the legitimate predominance of our own nationals without compromising in any way that scientific internationalism which is absolutely essential for the progress of knowledge. Precautions, yes ; but not exclusion."

The world-war subjected the professoriate of our Universities to a hard test, from which it emerged with honour. It made Swiss professors feel more imperatively the necessity for intellectual independence in their relations with the great racial groups which surround us. This need of the Swiss to assert their nationality — without the least hatred or chauvinism — in order to escape from foreign domination resulted in 1915 in the formation of the *Association nationale des universitaires suisses*. This body now consists of about 500 members and has undertaken the task of investigating all problems of interest alike to our higher education and our public life.

Thus all the vital questions have been laid before public opinion. I cannot refrain in this connection from referring to the courageous book of the Rev. *M. L. Ragaz*, who was until quite recently Professor in the Faculty of Theology at the University of Zürich. In this book, which is entitled *Die Neue Schweiz* (The New Switzerland), he examined the national conscience in a way which provoked keen discussion. He emphasised the excessively utilitarian character of all classes of schools and recalled a principle which ought to inspire any educational law or programme : "Make *men* before making *specialists*." The same idea manifests itself in his book, published in 1921, "*Die pädagogische Revolution*", in which he demonstrates the unity of the educational problem. In both the works of this great citizen of Zürich, on whom the University of Geneva has conferred the title of Doctor *honoris causa*, are revealed that vigorous thinking and that independence which are the safeguard of free States.

We see here a reaction against the "dispersed character of intellectual life" referred to above. Specialisation must come after the "humanities" ; it is only on that condition that it will be fruitful. The vigorous and independent author of *The New Switzerland* is not alone in his opinions. There are, and there have long been, many educationists teaching in higher schools who deplore the fact that their pupils do not possess a deeper and wider culture. That alone could imbue them with true intellectual curiosity and with that philosophic spirit which strengthens the analytic powers, opens the way to synthesis and also develops the amiable quality of modesty.

If we were to venture to state a conclusion — which can only be provisional, because we are ignorant of many aspects of our subject and we are without the requisite experience to write such a paper as the present — we would express it in these terms : Switzerland, which was sorely tried, spiritually and materially, by the world war, is still suffering more than she admits, and more than is generally thought, from the post-war crisis. She is none the less resolved to pursue, with her feeble resources, but with all her strength, and in harmony with the federal institutions which she has freely adopted and evolved in the course of the six centuries of her existence, her ideal of international peace and collaboration in the interests of science, patriotism and humanity. And that is undoubtedly what the Committee on Intellectual Co-operation and the League of Nations expect of her.

TABLE No. 1.

Table
Expenditure of the Cantons on

	<i>Bâle</i>		<i>Berne</i>		<i>Fribourg</i>	
	1913	1922	1913	1922	1913	1922
I. Total expenditure of the State on the University and the institutions connected therewith	555,871	2,155,556	1,026,023	1,983,470	361,427	569,428
II. Salary of the <i>ordinary</i> professors :						
(1) Fixed salary :						
(a) Minimum	5,000	9,000	5,500	8,500	4,000	7,200
(b) Maximum	8,000	12,500	7,000	10,500	6,000	9,000
(2) Number of years of service after which maximum salary is reached	14 years	14 years	12 years	12 years	—	16 years
(3) Proportion of class fees received by <i>ordinary</i> professors.						
(a) The proportion is	93 %	93 %	73 %	93 % 53 %	—	100 %
(b) and represents the sum of :						
(i) Maximum	11,798	14,533	Approximately 4,000 frs. per semester.		—	1,500
(ii) Minimum	—	—	?	?		300 frs. per annum
III. Salary of <i>extraordinary</i> professors :						
(1) Fixed salary :						
(a) Minimum	There is no legal fixed salary ; it is fixed in each case according to the importance of the course of lectures.		5,000	7,500	Same figures as for ordinary professors.	
(b) Maximum						

No. 1

Universities and Professors' Salaries.

<i>Geneva</i>		<i>Lausanne</i>		<i>Neuchâtel</i>		<i>Zürich</i>	
1913	1922	1913	1922	1913	1922	1913	1922
786,245	1,533,781	336,358	1,027,481	172,289	364,911	1,068,234	2,375,440 ¹
Fixed in each case	From 3,000 to 4,800 for 1 hour. From 10,000 to 13,000 for 6 hrs.	Fixed in each case in 1916	A maximum of 1,500 francs in 1923 per hour-year	400 fr. per hour - year 300 fr. per hour-year	800 to 900 francs. 900 to 1,000 francs	4,800 9,000	12,000 16,000
6,000		6,000					
—	12 years	Increase of 5 % every two years		20 years	11 years	Variable	13 years
50 %	50 %	—	47 % in 1923	50 %	50 %	100 %	30 %
?	?	?	?	?	1,360	20,000	11,200
?	?	?	?	?	9.20	400	200
Fixed in each case	As in the case of ordinary professors	Fixed in each case in 1916	4,000 to 5,000 in 1923	Same basis as for ordinary professors		2,000	8,000
2,000			11,000			5,000	12,000

¹ The sum of 2,036,540 frs. must be added in respect of new buildings.

Table No.
Expenditure of the Cantons on

	<i>Bâle</i>		<i>Berne</i>		<i>Fribourg</i>	
	1913	1922	1913	1922	1913	1922
III. Salary of <i>extraordinary</i> professors (<i>continued</i>) :						
(2) Number of years of service after which the maximum salary is reached						
(3) Proportion of class fees received by the <i>extraordinary</i> professors.						
(a) The proportion is	96 %	96 %	73 %	93 % to 53 %		
(b) and represents the sum of :						
(i) Maximum ..	4,971	4,462	?	—	—	—
(ii) Minimum ..	—	—	?	—	—	—
<i>General Observations.</i>	<i>Note</i>		<i>Note</i>		<i>Note</i>	
(1) All the figures in this table are given in Swiss francs.	The maximum salary of <i>ordinary</i> professors may be increased by the Government, so that the legal maximum is often reached before the expiry of the 14 years above mentioned.		The maximum* salary of <i>ordinary</i> professors may be increased by the Government.		1. The maximum salary may be increased by the Government. Salaries have, however, just been <i>decreased</i> by 5 % as from July 1st, 1923.	
(2) University professors are always eligible for <i>pensions</i> , subject to conditions which vary in the different cantons and according to scales fixed by special laws. These funds are constituted by contributions paid in by the professors and payments made by the State.					2. The class fees are fixed at 60 francs for the winter semester and 50 francs for the summer semester. This scale was established in 1917.	

1 (continued).

Universities and Professors' Salaries.

<i>Geneva</i>		<i>Lausanne</i>		<i>Neuchâtel</i>		<i>Zürich</i>	
1913	1922	1913	1922	1913	1922	1913	1922
						Variable.	13 years
50 %	50 %	—	47 % in 1923	—	—	100 %	30 %
?	?	?	?	?	1,416	9,000	2,000
?	?	?	?	?	13.80	200	100
		<p><i>Note</i> Salaries may be increased by the Government.</p>					

Table No. 2.

Statistics of Professors and Students.

<i>University</i>	<i>When founded</i>	<i>Summer Semester</i>	<i>Professors</i>	<i>Matri- culated Students</i>	<i>Students (not matri- culated)</i>	<i>Women</i>	<i>Foreigners</i>
Bâle	1460	1908	120	621	97	20	139
		1913	112	869	168	50	195
		1918	120	961	261	79	145
		1922	135	894	109	76	134
Berne	1834 [1528]	1908	138	1,658	319	471	825
		1913	167	1,606	250	190	532
		1918	173	1,830	350	185	370
		1922	171	1,567	279	149	201
Fribourg	1889	1908	72	563	61	—	378
		1913	82	574	39	30	373
		1918	63	551	46	27	262
		1922	64	508	36	32	218
Geneva	1873 [1559]	1908	150	1,365	204	483	1,142
		1913	160	1,355	314	424	1,078
		1918	154	1,095	438	182	606
		1922	176	738	178	135	221
Lausanne	1890 [1537]	1908	113	1,038	160	307	766
		1913	114	928	14	174	692
		1918	123	1,081	138	103	581
		1922	119	676	94	89	199
Neuchâtel	1909 [1866]	1908	—	—	—	—	—
		1913	64	255	62	107	105
		1918	67	226	163	49	68
		1922	54	151	35	32	11
Zürich	1833	1908	150	1,471	286	397	760
		1913	154	1,501	374	217	604
		1918	165	1,875	278	285	484
		1922	169	1,346	403	213	174

The *dates* given in brackets are those of the foundation of a "High School" or of an "Academy", precedent to the establishment of the *University* properly so-called.

Hungary :

The General Situation } by O. DE HALECKI,
The Universities. } Secretary of the Committee.

India :

The General Situation } by D. N. BANNERJEA,
The Universities. } Member of the Committee

Italy :

The Movement for the Renewal of National Culture, by J. LUCHAIRE, Expert of the Committee.

Japan :

The Teaching of Foreign Languages, by Dr. I. NIJOBÉ, Under-Secretary-General of the League of Nations.

Lithuania :

General Report by K. BALOGH, Professor at the University of Kovno, Rapporteur of the Lithuanian Committee on Intellectual Co-operation.

Luxemburg :

General Report by C. CASTELLA, Expert of the Committee.

Mexico :

The Study of Biology, by C. RODRIGUEZ, Member of the Latin-American Bureau of the League of Nations.

Netherlands :

The Studies of International Law, by W. J. M. van EYSINGA, Professor at the University of Leyden.
The Universities, by G. DE REYNOLD, Member of the Committee.

Norway :

The Natural Sciences, by K. BONNEVIE, Member of the Committee.

Poland :

The Activity of Learned Societies } by the MIANOWSKI FOUNDATION
The Universities. } (Foundation for the
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work at Warsaw).

Russia :

The Situation and Organisation of Intellectual Emigrants, by G. DE REYNOLD, Member of the Committee.

Switzerland :

Historical Studies in Switzerland } by G. CASTELLA,
The Universities. } Expert of the Committee.

United States :

The Colleges and the Universities }
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