

The League
from
Year to Year
(1931 — 1932)

INFORMATION SECTION
LEAGUE OF NATIONS
GENEVA

MONTHLY SUMMARY

OF THE LEAGUE OF NATIONS

A bird's-eye view, clear and concise, of the work of the League of Nations during the month preceding publication. The *Monthly Summary* is issued in six languages, English, French, German, Spanish, Italian and Czech, to a public of 15,000 readers in some fifty-five different countries. It contains a succinct record of all League meetings of the Council, the Assembly, the technical organisations, advisory commissions and other bodies. A special chapter deals with the proceedings of the Permanent Court of International Justice.

The principal documents on the subject of disarmament, and the documents and reports dealing with the Sino-Japanese conflict and the Latin-American disputes, the draft treaty of mutual assistance, the draft protocol for the pacific settlement of international disputes, the full text of the Locarno Agreements, documents and reports concerning the financial reconstruction of Austria, Hungary and Greece and the Economic Conference have also appeared in the supplements and appendices to the *Monthly Summary*. The number immediately following the annual Assembly contains the text of the resolutions passed at that session.

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LEAGUE OF NATIONS
GENEVA

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from
Year to Year

(October 1st, 1931 — December 31st, 1932)

INFORMATION SECTION
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GENEVA

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THE LEAGUE

FROM YEAR TO YEAR

(October 1st, 1931 — December 31st, 1932)

INTRODUCTION

GENERAL FEATURES OF THE LEAGUE'S WORK DURING THE YEAR 1931-32.

The year 1931-32 was a period of considerable activity for the League.

The Council, the Assembly or its Special Committee, and the Conference for the Reduction and Limitation of Armaments have sat simultaneously or successively almost without a break.

POLITICAL ACTIVITY.

The League of Nations, in the political field, was chiefly occupied in dealing with the Sino-Japanese dispute, which was submitted for its consideration in September 1931.

Following upon the departure for the Far East in February of the Commission of Enquiry, presided over by Lord Lytton, first the Council and later a Special Assembly, summoned at the request of China under Article 15 of the Covenant, succeeded, in co-operation with the United States of America, in bringing hostilities to an end

in the Shanghai area, from which the Japanese troops were withdrawn at the end of May.

The Assembly, on March 11th, declared that it was impossible for any State Member of the League to recognise a situation brought about by means contrary to the Covenant of the League and the Pact of Paris.

On July 1st, the Assembly, pending the results of the Enquiry undertaken and as an exceptional measure, prolonged the period of six months provided in Article 12 of the Covenant for drawing up its report on the dispute.

The conclusions of the Commission of Enquiry were published at the beginning of October. The "Lytton Report" first summarises and comments upon the events of the last year in the Far East and, in particular, on the establishment of a new Government in Manchuria, and then sets out definite proposals for the solution of the dispute.

On the basis of this report and the observations submitted by China and Japan, the Council in November, and the Special Assembly in December, continued to work for a solution by conciliation.

The dispute between Bolivia and Paraguay was, on several occasions, considered by the Council, which instructed a Committee to keep in touch with the Commission of Neutrals at Washington and to consider what means might be found of preventing any further development of the dispute.

The attention of the Council was drawn by the German Government on February 8th to the fact that the President of the Memel Directorate had been dismissed by the Lithuanian Government and provisionally replaced. The German Government considered that this act constituted a violation of the Statute of Memel. The question, after consideration by the Council, was referred to the Permanent Court of International Justice by the French, United Kingdom, Italian and Japanese Governments. These Governments also contested the regularity of the dissolution of the Chamber of Representatives of the Territory of Memel by the Governor on March 22nd, 1932. The Court decided that the Governor of the Memel Directorate had the right, in certain circumstances, to dismiss the President of the Directorate. But it considered that the

dissolution of the Chamber of Representatives, so long as the Directorate appointed by the Governor did not possess the Chamber's confidence, was irregular.

The Council also examined the claim of the Finnish Government against the United Kingdom Government regarding Finnish vessels used by that Government during the war. After an exchange of observations between the two parties, with reference, in particular, to the competence of the Council, a Committee was appointed to clear up the matter. The Committee considered that the Council was qualified to deal with questions such as that brought up by the Finnish Government, but formulated two points of procedure which must first be settled.

The two parties agreed to reach a settlement, and the Council asked that it should be kept informed of the development of the matter.

The Council was called upon at its meeting of December 19th, 1932, to deal with a dispute which had arisen between the United Kingdom and the Imperial Government of Persia as the result of steps taken by the Persian Government to cancel the concession owned by the *Anglo-Persian Oil Company*.

The representative of the Persian Government asked for time to produce the necessary documentation, and further consideration of the matter was postponed by the Council until its January 1933 session.

As a result of a request for assistance from the Liberian Government, experts appointed by the Council were sent to Monrovia to study the position. The experts recommended that certain reforms should be applied under the supervision of foreign experts. Since, however, the resources of Liberia were inadequate for the purpose, the experts made it a condition that an agreement should be reached with two American financial groups particularly interested in the development of the country. So far the negotiations with these two groups have not been successful and the plan of assistance consequently remains in suspense.

The Council, also at Liberia's request, sent a representative to the Kru coast to bring about the pacification of the tribes that had revolted. In collaboration with

the Liberian Government, Dr. Mackenzie successfully accomplished his difficult mission within two months.

THE ORGANISATION OF PEACE.

The Disarmament Conference was opened at Geneva on February 2nd, 1932, with Mr. Arthur Henderson in the Chair. Sixty States, seven of them non-members of the League, were represented.

The Conference, having organised its work, heard statements from the delegations on disarmament policy and set up a General Commission to make a preliminary study and to co-ordinate the plans and proposals that might be submitted. The General Commission was also authorised to constitute, when need arose, the appropriate commissions, committees or sub-committees.

The General Commission set up five special Commissions: the Land, Naval, Air, and National Defence Expenditure and Political Commissions. It then decided to continue its discussions within the framework of the draft Convention drawn up by the Preparatory Commission in 1930, the delegations retaining, however, full liberty to develop their proposals and submit any amendments.

The Technical Commissions noted at the outset of their work that their progress would be subject to decisions of principle to be taken by the General Commission. The General Commission adopted resolutions providing, in particular, that the reduction of armaments should be progressively achieved after the Conference had taken the first decisive step of general reduction to the lowest possible level, that in determining the criteria for the limitation and reduction of armaments the provisions of Article 8 of the Covenant of the League of Nations should be applied and that the principle of qualitative disarmament should be adopted.

Special Committees were, moreover, established to deal with special questions: chemical and bacterial weapons, moral disarmament, effectives, manufacture of arms and traffic in arms.

Important proposals were discussed by the General Commission, including the Hoover plan, the French memorandum and the British scheme.

The General Commission, on July 23rd, adopted a resolution containing a programme of work and setting out the points on which agreement had been reached between the delegations as a result of the discussions.

At the same meeting the German Government stated that it could not participate further in the work of the Conference, unless its work were in future based on a recognition of the equality of rights between States.

The Technical Commissions in the autumn continued their study of special questions, but the necessity of securing agreement between the delegations on basic principles and the desire to ensure the co-operation of all States led the Governments of Germany, the United Kingdom, France, Italy and the United States of America to undertake negotiations between themselves. These negotiations resulted in an agreement. The five Governments declared in this agreement that one of the fundamental principles that should guide the Conference should be the grant to Germany, and to the other Powers disarmed by treaty, of equality of rights in a system which would provide security for all nations. The four European Governments solemnly confirmed their intention not to settle any present or future difference by resort to force.

Germany announced that in these circumstances she would resume her seat at the Conference.

The Armaments Truce, adopted at last year's Assembly, expired on November 1st, 1932. The Conference decided to recommend to the Governments the extension of the truce for four months.

Fifty-one Governments have signified their acceptance of this extension.

The General Convention to improve the Means of preventing War, adopted at the 1931 Assembly, has been supplemented by rules for its application. The rules were drawn up by the Permanent Advisory Commission for Military, Naval and Air Questions and adopted by the

Council on May 18th, 1932. Rules for the constitution and working of Commissions of Inspection were also drawn up.

The collaboration of women in the organisation of peace was considered by the Assembly in 1932. In conformity with the Council's wishes, the women's organisations were consulted as to the nature and form which the collaboration of women should take in the work of the Disarmament Conference and, generally, in the organisation of peace. The Disarmament Conference and the Assembly were informed of the results of this enquiry.

Similar enquiries, made of Press associations in sixty-five countries regarding measures to be taken against the spreading of inaccurate information likely to trouble international relations, gave various international associations an opportunity of expressing their opinion.

ECONOMIC AND FINANCIAL WORK.

The League's economic and financial activities were determined by the world economic crisis.

The League did not confine itself to theoretical investigations into the disturbances caused by the crisis to international trade or to reviewing the particular measures adopted by various countries in defence of their position when menaced or compromised, or to suggesting remedies to be used in improving commercial relations. At the last meeting of the Assembly it sent a pressing appeal to all countries to contribute, as far as possible, to the solution of present difficulties and to enlighten public opinion as to the necessity of making the sacrifices necessary to obtain international economic agreement, the sole means of returning to a normal position.

It decided that a World Economic and Monetary Conference should meet in London in 1933, to try to find practical means of ridding international trade of the impediments from which it suffers (restrictions, prohibitions, currency control, the circulation of capital) and of facilitating the adjustments necessary to monetary stability and the re-establishment of credit.

The work of the Economic Organisation during the year, apart from its study and investigation of the world crisis, included the establishment of a procedure for the friendly settlement of economic disputes between States, the completion of a unified Customs nomenclature, a study of economic agreements and of various branches of production (coal, motor-cars, wood, hops).

The Financial Organisation had a particularly heavy task.

Various Governments successively applied for assistance and advice. Members of the Financial Committee visited Austria, Bulgaria, Greece, Hungary and Roumania to study the position and to propose steps to remedy the state of affairs in agreement with the competent authorities. These investigations resulted in the Geneva Protocol of July 15th, which allows Austria to issue a loan of three hundred million schillings. They further led to the preparation of a scheme of financial reform and economic reconstruction for Roumania.

While paying special attention to problems of interest to certain States, the Financial Committee continually emphasised the importance of taking active steps to deal with the financial system in general and the problem of gold and the return to the gold standard in particular. It declared that a return to the gold standard should depend on certain conditions : freedom in the exchange of goods; a satisfactory solution of the reparations and war debts problem; the general adoption of certain guiding principles in respect of the working of the gold standard; the re-establishment of budget equilibrium by States and other public bodies; the adaptation of the cost of production and the cost of living in each country to the international economic and financial situation.

LEGAL AND CONSTITUTIONAL QUESTIONS.

The question of amending the League Covenant was examined afresh, and it was decided that the official text of the amendments which it was proposed to make in that instrument to bring it into harmony with the Pact of Paris should be prepared by a Committee composed of

representatives of all the States Members. This Committee will meet when the work of the Disarmament Conference has advanced sufficiently far to justify a final decision.

The Assembly considered the question of the Protocol of September 14th, 1929, regarding the revision of the Statute of the Permanent Court of International Justice and addressed a fresh appeal to the States which had not yet ratified it, asking them to do so as soon as possible.

The Assembly also dealt with the nationality of women within the framework of the draft Hague Convention of April 12th, 1930. Articles 8 to 11 of the Convention were, in particular, considered, and, following upon an enquiry made of the women's organisations, the Assembly was asked to decide as to the advisability of amending them. Owing to certain difficulties of principle and procedure, the Assembly did not think it advisable to revise this part of the Hague Convention, but the Secretary-General has been asked to continue the enquiry among the women's organisations and to submit the information acquired to the Council.

Two new Members were admitted to the League of Nations in the course of the year. On July 10th the Turkish Republic was admitted, and on October 3rd the Kingdom of Iraq. The Kingdom of Iraq, from being a country under the protection of the League, has become a sovereign State.

THE TECHNICAL ORGANISATIONS.

The Communications and Transit Organisation continued its work on commercial road transport; light signals for road traffic; reform of the calendar; attachment (*saisie conservatoire*) in river law; assistance and salvage in river navigation; the unification of transport statistics; the negotiability of rail transport documents; co-operation in civil aviation; measures to be taken in the case of serious interruption of the lines of communication used for international traffic; passport and visa formalities for officers and seamen in maritime navigation, etc.

Furthermore, it took up a new task confided to it by the Council—*i. e.*, the study of questions relating to public works likely to diminish unemployment and alleviate economic distress. It noted numerous plans submitted by various Governments (Austria, Bulgaria, Greece, Latvia, Poland and Yugoslavia). It did not give its opinion as to the possibilities or means of financing these projects, but merely studied their technical and economic value pending the stage at which they would be carried into effect.

Lastly, the Communications and Transit Organisation afforded assistance to the Chinese National Government. Experts carried out local investigations in order to advise the Chinese Government on various important technical problems, while engineers were sent to China, as representatives of the Communications and Transit Organisation, with a view to collaboration in the preparation and management of public works, road construction and hydraulic works.

THE HEALTH ORGANISATION.

The activities of the Health Organisation were not relaxed. This Organisation, which had at the outset felt it necessary to make a choice among the health problems which might be successfully undertaken upon an international basis, subsequently passed into a second phase, devoting its attention to technical studies (research work in connection with leprosy, inoculation against diphtheria, etc.) likely to lead to general conclusions. A third phase is already indicated which calls for effective action. In illustration of the third phase, several examples may be quoted : co-operation with the Greek Government in establishing a plan of sanitary re-organisation which has led to the creation of a Centre of Hygiene at Athens; the action taken as a result of Bolivia's request for an enquiry into the sanitary position of that country; the work of the Permanent Biological Standardisation Commission; the work to be carried out in response to the South African Government's request concerning various sanitary problems, some of which are of essential interest to the

central and southern districts of Africa, and the co-ordination of the campaign against epidemics in China.

Among the problems to which the Health Committee has devoted considerable attention are tuberculosis and the effects of the economic crisis on public health. These effects are to be seen, not only in faulty nourishment, which weakens the body and gives more foothold to disease, especially tuberculosis, but often in mental troubles. The Health Committee has taken up the task of dealing with this question and is considering ways and means of future action.

INTELLECTUAL CO-OPERATION.

The work carried out in connection with intellectual co-operation has covered a wide field : the instruction of youth in the aims of the League; educational cinematography; broadcasting; the revision of school textbooks; the employment of workers' spare time; the scientific study of international relations; the intellectual rôle of the Press; the preservation of historic monuments; the re-organisation of public education in China.

The Committee on Intellectual Co-operation made a special effort to assist the Chinese National Government by sending a mission of experts, which has submitted a series of reforms to the Chinese authorities

The Institute of Intellectual Co-operation and the Institute of Educational Cinematography at Rome helped to prepare the Committee's work by collecting the necessary material and making essential investigations and studies.

SOCIAL AND HUMANITARIAN QUESTIONS.

The Advisory Committee on Opium and the Permanent Central Opium Board continued their work. The Committee noted the marked progress achieved as a result of legislative measures taken in certain countries, particularly in the reduction of the manufacture and export of narcotic drugs. The Central Board noted the progress

made towards ratification of the Convention for limiting the Manufacture of Narcotic Drugs.

A special Committee prepared a model administrative code for the application of the Convention.

The work of the League covered the education of blind children, the organisation of children's courts, and the treatment of illegitimate children.

The enquiry undertaken in the Far East has been completed and the results will be published. A constantly increasing number of countries have abolished the licensed-house system and the regulation of prostitution.

The work of assistance and relief was continued by the Nansen International Refugee Office, which has provided dwellings, land or work for tensed of thousands of refugees in Syria, Armenia, South America, etc.

The Assembly approved the setting up of an Advisory Committee to study the documentation concerning slavery furnished by the Governments and by the Secretariat in conformity with the 1926 Convention and to consider means for the gradual abolition of any survival of slavery or curtailment of liberty in the institutions or customs of certain countries.

The Convention setting up an International Relief Union for populations stricken by disaster has now entered into force. This Convention was due to the initiative of the Italian Senator, M. Ciralo. It became effective on December 27th, 1932, having received the necessary number of accessions and the necessary number of contributions for the constitution of an initial relief fund.

PROTECTION OF MINORITIES.

During the year the Council had to deal with several questions concerning the protection of minorities, some of which had been pending since 1931.

As regards the minorities in Poland, two important affairs should be recalled—namely, that of the Ukrainian minorities, the examination of which was closed by the

Council at its January session in 1932, and that of the application of the agrarian reform in Poland, submitted to the Council by the German Government.

The Council on several occasions discussed questions concerning the application of the Geneva Convention in respect of Upper Silesia. It has stated, in consequence of a petition from the Polish minority, that a part of the cases cited occurred outside the territory to which the Convention applied, and that the other cases were, on the whole, not of sufficient importance to warrant examination by the Council.

Another affair concerning the property of the descendants of the former Szekler (Hungarian) frontier guard regiment in Transylvania (Roumania), which had occupied the Council's attention for some time, was closed by the adoption of a report providing a practical solution of the problem.

As regards the examination of petitions by the Minorities Committees, the relevant statistics provided for by the Council resolution of June 13th, 1929, were published for the year July 1st, 1931, to June 30th, 1932, in the *Official Journal* of the League.

A certain number of letters concerning the result of the examination of the petitions by the Minorities Committees have also been published, with the agreement of the Governments concerned.

ADMINISTRATIVE QUESTIONS.

The Mandates Commission in 1931 laid down the procedure to be followed in considering any request for the emancipation of a mandated territory. The Council and Assembly approved this procedure, but specified that, as a preliminary condition, the degree of development of the country concerned must be closely studied in each individual case.

The Mandates Commission was, during 1932, called upon to consider a concrete case, that of Iraq. After studying the situation in the light of the general principles which it had itself laid down, the Commission expressed

a favourable opinion. The Council consequently appointed a special committee to prepare a declaration to be adopted and signed by the Iraqi Government regarding the special guarantees to be afforded by Iraq for the protection of minorities, economic equality under the regime of most-favoured-nation treatment, judicial organisation, acquired rights and financial obligations, freedom of conscience and appeal procedurc. The Iraqi Government furnished the necessary guarantees, and the Council decided that the mandatory regime in Iraq should legally come to an end on the day of its admission to the League of Nations.

The admission of Iraq was unanimously voted by the Assembly on October 3rd. For the first time since the inception of the mandatory system a country under tutelage has become a sovereign State.

The Council received a request from the United Kingdom and French Governments, asking it to delimit the frontier between Iraq and Syria. It sent a special Commission to the spot to study the position and submit proposals. The representatives of the two Governments accepted the settlement proposed, and the Council appointed a Boundary Commission, presided over by a neutral, to delimit the frontier adopted, taking into account local needs and the possible inaccuracy of maps.

The Commission examined the annual reports of the mandatory Powers for the territories under their administration. It heard statements from the accredited representatives and requested supplementary information.

During 1932, the Saar Basin Governing Commission made an attempt to deal with unemployment, to regulate economic transactions and exchange operations with the Reich and to effect economies in the administration. The continuance of the economic crisis had an unfortunate effect on the communal budgets and made it necessary to take energetic steps to balance the budget of the territory.

The Council on various occasions dealt with matters concerning Danzig, and attempted to settle disputes and claims between the Free City and the Polish Government. It considered, in particular, disputes concerning access to, and anchorage in, the port of Danzig for Polish war

vessels; the use by Poland of the port of Danzig; Customs matters, and railway questions. Last December it noted with satisfaction that an agreement had been reached between the two parties in settlement of certain cases that had remained in suspense.

THE COMMISSION OF ENQUIRY FOR EUROPEAN UNION.

The Commission of Enquiry for European Union noted the work of the Stresa Conference, which had dealt with the financial situation in the countries of Central and Eastern Europe and the state of their national economy.

The Conference drew up two draft Conventions, the first for the creation of a fund to be devoted to the revalorisation of cereals, the second recommending the constitution of a fund to promote the regularisation of monetary conditions in Central and Eastern Europe.

In conformity with the recommendations of the Conference and of the Commission of Enquiry a Committee of Experts appointed by the Council examined the scheme for the monetary normalisation fund.

ELECTIONS TO THE COUNCIL.

The Assembly elected the three non-permanent Members of the Council. Mexico and Czechoslovakia were appointed by forty-six votes to succeed Peru and Yugoslavia, whose mandate expired this year.

Poland, declared re-eligible by a previous vote of the Assembly, was re-elected by forty-eight votes out of fifty-two recorded.

REORGANISATION OF THE SECRETARIAT.

The Assembly, continuing its study of the reorganisation of the Secretariat and the rationalisation of the various organs of the League, requested the Supervisory Commission to carry out a detailed study of these questions during 1933.

The Assembly, reviewing the position of the higher officials of the Secretariat, created a second post of Deputy-Secretary-General, reserved for nationals of States not permanently represented on the Council.

At its meeting on October 7th, the Council unanimously appointed M. Joseph Avenol, Deputy-Secretary-General of the League, to succeed Sir Eric Drummond as Secretary-General. This appointment was approved by the Special Assembly at its meeting on December 9th, 1932.

CHAPTER I

ORGANISATION OF PEACE AND REDUCTION OF ARMAMENTS

- I. Conference for the Reduction and Limitation of Armaments. — II. Armaments Truce. — III. Collaboration of the Press in the Organisation of Peace. — IV. Collaboration of Women in the Organisation of Peace. — V. General Convention to improve the Means of preventing War.

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

The Conference for the Reduction and Limitation of Armaments, the convocation of which was decided by the Council at its session of January 1931,¹ opened at Geneva on February 2nd, 1932, under the presidency of Mr. Arthur Henderson.

Sixty-one States were represented—namely: Abyssinia, Afghanistan, Albania, Argentine, Australia, Austria, Belgium, Bolivia, Brazil, Bulgaria, Canada, Chile, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Denmark, the Dominican Republic,² Egypt, Estonia, Finland, France, Germany, Greece, Guatemala, Haiti, Hejaz,³ Honduras, Hungary, India, Iraq,⁴ Irish Free State, Italy, Japan, Latvia, Liberia, Lithuania, Luxemburg, Mexico, the Netherlands, New Zealand, Norway, Panama, Persia, Peru, Poland, Portugal, Roumania, Siam, Spain, Sweden,

¹ See *The League from Year to Year, 1930-31*, page 37.

² During the first part of the Conference the Dominican Republic was represented only by an observer.

³ Later to be known as Saudite Arabia.

⁴ After being elected a Member of the League of Nations on October 3rd, 1932, Iraq was invited to send representatives to the Disarmament Conference.

Switzerland, Turkey, Union of South Africa, Union of Soviet Socialist Republics, United Kingdom, United States of America, Uruguay, Venezuela, Yugoslavia.

After appointing M. Motta, President of the Swiss Confederation, as its Honorary President, the Conference adopted its internal procedure and decided that the Bureau of the Conference should consist of the President, the Honorary President, fourteen Vice-Presidents and the Chairmen of the Commissions on which all the delegations were represented. On February 8th the Conference set up a General Commission presided over by Mr. Henderson, and it was decided that the Vice-President of this Commission, M. Politis (Greece), should also form part of the Bureau.

The fourteen Vice-Presidents elected were the representatives of the following countries : Argentine, Austria, Belgium, Czechoslovakia, France, Germany, Italy, Japan, Poland, Spain, Sweden, Union of Soviet Socialist Republics, United Kingdom, United States of America.

A general discussion took place in plenary Conference from February 8th to 24th. The representatives of fifty States spoke. Most of the delegations formulated practical suggestions or submitted definitive and detailed proposals.

On February 24th, before suspending its plenary meetings, the Conference communicated for study to the General Commission all the drafts or proposals which had been placed before it, together with the draft Convention drawn up by the Preparatory Commission. At the same time the General Commission was authorised to set up such commissions as it might deem necessary for its work.

The General Commission, after appointing M. Benes (Czechoslovakia) Rapporteur, decided on February 25th, on the proposal of Sir John Simon (United Kingdom), to carry on its discussion within the framework of the draft Disarmament Convention, full liberty being reserved to all delegations to develop their own proposals in subsequent debate and to move their amendments in the form of modifications, additions or omissions at the appropriate point. On the same day the General Commission set up five special Commissions : the Land, Naval, Air, National Defence Expenditure and Political Commissions. These five Com-

missions sat on February 27th and appointed their Bureaux. The Political Commission decided that its Bureau should be the same as that of the General Commission. The other Commissions chose as Chairmen : the Land Commission, M. Buero (Uruguay); the Naval Commission, M. Colban (Norway), who resigned and was replaced by M. Moresco (Netherlands) in July; the Air Commission, M. de Madariaga (Spain); the National Defence Expenditure Commission, M. de Vasconcellos (Portugal).

Subsequently the following Committees were also set up : a Special Committee to study chemical, incendiary and bacterial weapons; a Committee on Effectives followed by a Special Committee on Effectives; a Special Committee on the Trade in and Manufacture of Arms; a Committee on Moral Disarmament; and a Technical Committee of the National Defence Expenditure Commission.

On March 8th the General Commission approved a "co-ordinating table" based on the draft Convention and the proposals referred to the General Commission, and also a "list of the questions that might be referred to the Commissions for examination". These documents, drawn up by the Rapporteur of the General Commission, were completed by a report on the programme of work of the Conference. In particular it was agreed that the General Commission should first deal with questions of principle itself and that, when the right moment came, technical questions should, if necessary, be referred to the special Commissions, which would report on them to the General Commission. It was understood that questions which called for no preliminary discussion regarding decisions of principle might be referred immediately by the General Commission to the special Commissions, which, in their turn, would always have the right to submit to the General Commission questions of principle which they encountered and which they had been unable to settle themselves.

The General Commission and the other Commissions suspended their work in the middle of March.

During their preliminary discussions, the special Commissions had noted that there were few technical questions they would be in a position to discuss before the General

Commission had adopted certain general guiding principles.

On April 11th the General Commission resumed its work and discussed certain questions of principle raised in Article I of the draft Convention and relating to the substance of the problem of the reduction and limitation of armaments. On that occasion the Commission had to consider various recommendations and proposals concerning the problem of the qualitative reduction of armaments.

Between April 18th and 22nd the Commission unanimously adopted the four following resolutions, the Union of Soviet Socialist Republics voting however, against the second resolution :

1. In view of the opinions expressed during the discussion at the Conference for the Reduction and Limitation of Armaments :

The General Commission considers that the reduction of armaments, as provided for in Article 8 of the Covenant of the League of Nations, should, after this Conference has taken the first decisive step of general reduction to the lowest possible level, be progressively achieved by means of successive revisions at appropriate intervals.

2. In view of the proposals submitted by various delegations concerning the criteria for the limitation and reduction of armaments:

The General Commission declares that, in determining those criteria, the provisions of Article 8 of the Covenant of the League of Nations shall be applied and that, in consequence, armaments must be reduced to the lowest point consistent with national safety and the enforcement by common consent of international obligations.

It will be necessary, further, to take account of the geographical situation and circumstances of each State.

The General Commission decides that the application of these criteria and the methods by which the reduction and limitation of armaments must be effected should be immediately examined from a practical standpoint.

3. Without prejudice to other proposals which fall to be discussed under later heads of the agenda, the Conference declares its approval of the principle of qualitative disarmament.

ment—*i. e.*, the selection of certain classes or descriptions of weapons the possession or use of which should be absolutely prohibited to all States or internationalised by means of a general Convention.

4. In seeking to apply the principle of qualitative disarmament as defined in the previous resolution, the Conference is of opinion that the range of land, sea and air armaments should be examined by the competent special Commissions with a view to selecting those weapons whose character is the most specifically offensive or those most efficacious against national defence, or those most threatening to civilians.

In accordance with the last resolution, the General Commission decided on April 26th to suspend its meetings until the reports on qualitative disarmament of the Land, Naval and Air Commissions and the Special Committee on Chemical and Bacterial Warfare had been received.

The reports of the three Commissions and the Special Committee on Chemical Warfare were published at the beginning of June. The first three Commissions explained that they had been unable to come to an agreement as to the arms to be included in qualitative disarmament. Only the Special Committee on Chemical and Bacterial Warfare submitted a unanimous report, containing several resolutions.

In these circumstances the Bureau of the Conference, which met on June 14th, invited the delegations to enter into private conversations with a view to preparing an agreement. Several delegations, including those of the United States, France and the United Kingdom, accordingly proceeded to an exchange of views.

These conversations were in progress when a declaration from Mr. Hoover, President of the United States of America, was submitted to the General Commission.

President Hoover, noting that in signing the Pact of Paris the nations of the world had agreed that they would use their arms solely for defence, proposed that reduction should be carried out, not only by broad general cuts in armaments, but by increasing the comparative power of defence through decreases in the power of attack. But, as the armaments of the world had grown up in mutual relation to each other, generally speaking, such relativity

should be preserved in making the reductions. After observing that the armaments of land, air and naval forces were all interconnected, the President of the United States proposed that the arms of the world should be reduced by about one-third.

In respect of land forces he recommended the abolition of all tanks, all chemical warfare, all large mobile guns, and, furthermore, a reduction of one-third in strength of all land armies over and above the so-called police component used for the maintenance of internal order.

As regards air forces, all bombing planes should be abolished.

As regards naval forces, the treaty number and tonnage of battleships should be reduced by one-third. The treaty tonnage of aircraft-carriers, cruisers and destroyers by one-fourth; the treaty tonnage of submarines by one-third, no nation retaining a submarine tonnage greater than 35,000 tons.

Communication of this message was followed by a general discussion, during which all the delegations which spoke declared themselves in sympathy with President Hoover's proposals. Nevertheless, the Commission confirmed the decision taken by the Bureau with regard to the conversations between delegations, it being understood that the proposals of the President of the United States should form one of the subjects dealt with in these conversations.

On July 7th the General Commission decided that the results achieved by the Conference before the suspension of its work during the summer should be embodied in a resolution including the points in regard to which agreement had been reached by the Conference and taking into account the Hoover proposals.

After conversations with the delegations, M. Benes, the Rapporteur, submitted on July 20th a draft resolution which was discussed point by point and adopted on July 23rd by forty-one votes. Two delegations (Germany and the Union of Soviet Socialist Republics) voted against it; eight countries (Afghanistan, Albania, Austria, Bulgaria, China, Hungary, Italy and Turkey) abstained.

The text of the resolution was as follows :

I

The Conference for the Reduction and Limitation of Armaments,

Profoundly convinced that the time has come when all nations of the world must adopt substantial and comprehensive measures of disarmament in order to consolidate the peace of the world, to hasten the resumption of economic activity, and to lighten the financial burdens which now weigh upon the peoples of the world;

Desirous of avoiding a competition in the power of armaments which would be both ruinous to the peoples and threatening to their national defence;

Recalling its resolutions of April 19th, 20th and 22nd, 1932;

Firmly determined to achieve a first decisive step involving a substantial reduction of armaments, on the basis of Article 8 of the Covenant of the League of Nations, and as a natural consequence of the obligations resulting from the Briand-Kellogg Pact;

Welcoming heartily the initiative taken by the President of the United States of America in formulating concrete proposals for a substantial reduction of armaments by the prohibition of certain methods of warfare, by the abolition of certain material, and by reductions varying in magnitude and amounting for certain armaments to the proportion of one-third;

Bearing in mind also the draft Convention of the Preparatory Commission, the statements and proposals made to the Conference by a number of delegations, and the reports and resolutions of the various Commissions of the Conference :

Decides forthwith and unanimously, guided by the general principles underlying President Hoover's declaration :

1. That a substantial reduction of world armaments shall be effected to be applied by a general Convention alike to land, naval and air armaments;

2. That a primary objective shall be to reduce the means of attack.

II. — CONCLUSIONS OF THE FIRST PHASE OF THE CONFERENCE.

The Conference, noting that agreement has now been reached on a certain number of important points, decides, without prejudice to more far-reaching agreements hereafter, to record forthwith the following concrete measures of disarmament, which should form part of the general Convention to be concluded. The Conference also decides to establish certain principles as the basis for further reductions of armaments, and to determine the procedure necessary for the active prosecution of its work.

1. *Air Forces.*

The Conference, deeply impressed with the danger overhanging civilisation from bombardment from the air in the event of future conflict, and determined to take all practicable measures to provide against this danger, records at this stage of its work the following conclusions :

1. Air attack against the civilian population shall be absolutely prohibited;

2. The High Contracting Parties shall agree as between themselves that all bombardment from the air shall be abolished subject to agreement with regard to measures to be adopted for the purpose of rendering effective the observance of this rule.

These measures should include the following :

(a) There shall be effected a limitation by number and a restriction by characteristics of military aircraft;

(b) Civil aircraft shall be submitted to regulation and full publicity. Further, civil aircraft not conforming to the specified limitations shall be subjected to an international regime (except for certain regions where such a regime is not suitable) such as to prevent effectively the misuse of such civil aircraft.

2. *Land Armaments.*

(a) *Land Artillery.*

1. All heavy land artillery of calibres between any maximum limit as determined in the succeeding paragraph and a lower limit to be defined shall be limited in number.

2. The limitation of calibre of land artillery shall be fixed by the Convention.

Subject to an effective method being established to prevent the rapid transformation of guns on fixed mountings into mobile guns, different maxima for the calibre of land guns may be fixed as follows :

(a) A maximum limit for the calibre of coastal guns, which shall not be less than the maximum calibre of naval guns;

(b) A maximum limit for the calibre of guns in permanent frontier or fortress defensive systems;

(c) A maximum limit for the calibre of mobile land guns (other than guns employed for coastal defence).

(b) *Tanks.*

The maximum unit tonnage of tanks shall be limited.

3. *Chemical, Bacteriological and Incendiary Warfare.*

Chemical, bacteriological and incendiary warfare shall be prohibited under the conditions unanimously recommended by the Special Committee.

4. *Supervision.*

There shall be set up a Permanent Disarmament Commission with the constitution, rights and duties generally as outlined in Part VI of the draft Convention submitted by the Preparatory Commission for the Disarmament Conference, with such extension of its powers as may be deemed by the Conference necessary to enable the Convention to be effectively applied.

III. — PREPARATION OF THE SECOND PHASE OF THE CONFERENCE.

The Conference requests the Bureau to continue its work during the period of adjournment of the General Commission, with a view to framing, with the collaboration (if necessary) of a Drafting Committee, draft texts concerning the questions on which agreement has already been reached. Such texts will be communicated to all delegations as soon as they are drafted, and will then be submitted to the Commission.

Points which call for detailed examination will be examined by the Bureau or by the appropriate Committees, with the assistance of the Governments concerned, in order that definite conclusions may be reached as soon as the General Commission meets again.

The questions which will form the subject of such examination are the following :

1. *Effectives.*

A strict limitation and a real reduction of effectives shall be brought about.

For this purpose, the Conference invites the Bureau to examine, with the collaboration of such delegations as it considers necessary, the proposal of President Hoover relating to effectives. These studies should take into consideration, in the case of each country, the actual conditions of defence and the number and character of its forces.

2. *Limitation of National Defence Expenditure.*

(a) The Conference shall decide on the resumption of its labours, taking into account the special conditions of each State, what system of limitation and publicity of expenditure on national defence will provide the peoples with the best guarantee of an alleviation of their financial burdens, and will prevent the measures of qualitative and quantitative disarmament to be inserted in the Convention from being neutralised by increases or improvements in authorised armaments.

(b) With a view to the decisions to be taken under this head, the Conference requests the Committee on National Defence Expenditure and its technical Committee to continue and complete the work entrusted to its organs and to submit their report as soon as possible. The Conference requests its Bureau to draw up, on the basis of this report, a plan accomplishing the purpose aimed at and taking into consideration the special conditions of the various States.

3. *Trade in and Manufacture of Arms.*

The Bureau will set up a special Committee to submit proposals to the Conference, immediately on the resumption of its work, in regard to the regulations to be applied to the trade in and private and State manufacture of arms and implements of war.

4. *Naval Armaments.*

As regards the proposals made by President Hoover and other related proposals concerning naval armaments, the Conference invites the Powers parties to the Naval Treaties of Washington and London, which have already produced important results, to confer together and to report to the General Commission, if possible before the resumption of its work, as to the further measures of naval reduction which might be feasible as a part of the general programme of disarmament.

The Conference further invites the naval Powers other than the Powers parties to the above treaties to make arrangements for determining the degree of naval limitation they are prepared to accept in view of the Washington and London Treaties and the general programme of disarmament envisaged in the present resolution.

The Bureau will be kept informed of the progress of these negotiations, which it will be its duty to co-ordinate within the framework of the General Convention in preparation for the comprehensive decisions of the General Commission.

5. *Violations.*

Rules of international law shall be formulated in connection with the provisions relating to the prohibition of the use of chemical, bacteriological and incendiary weapons and bombing from the air, and shall be supplemented by special measures dealing with infringement of these provisions.

6. *Future Work of the Conference : Procedure.*

Pending the resumption of the meetings of the General Commission, the Bureau will keep the delegations informed of the progress of the work.

It will be for the Bureau to fix the date of the next meeting of the General Commission with one month's notice. The meeting of the General Commission shall take place not later than four months after the resumption of the work of the Bureau, which will meet during the week beginning September 19th, 1932.

IV. — GENERAL PROVISIONS.

The present Resolution in no way prejudices the attitude of the Conference towards any more comprehensive measures of disarmament or towards the political proposals submitted by various delegations.

V. — ARMAMENTS TRUCE.

In order to ensure that, pending the resumption of the meetings of the General Commission and during the second phase of its work, no steps shall be initiated by any Power which might prejudice the preparation of the General Disarmament Convention, the Conference decides to recommend to the Governments to renew for a period of four months from November 1st, 1932, the truce provided for by the resolution of the Assembly of the League of Nations of September 29th, 1931.

After the vote of the General Commission, the plenary Conference met on July 23rd and unanimously adopted Chapter V of the resolution concerning the Armaments Truce by forty-nine votes, China abstaining.

During the discussion in the General Commission, the German delegation made an official declaration, informing the Conference that its Government could not undertake to continue its collaboration unless the later work of the Conference was based on a recognition of the principle of equality of rights as between nations. On September 14th, in a letter sent to the President of the Conference, the German Government declared that Germany could not be expected to take part in negotiations with regard to the measures of disarmament to be laid down in the Convention until it was decided that the solutions adopted would also apply to Germany. In these circumstances, as the efforts of the German Government to clear up the question of equality of rights through diplomatic channels had not led to any satisfactory result, Germany was unable to remain within the organisations of the Conference. The President, in his reply of September 18th, expressed the hope that the German Government would reconsider its decision.

From September 21st to 26th, the Bureau, in conformity with the resolution of July 23rd, Part III, paragraph 6, drew up the programme of the future work of the Conference.

It appointed Rapporteurs to study respectively the questions of supervision, the prohibition of chemical, incendiary and bacterial warfare, the limits to be fixed for the calibre of heavy artillery and the maximum tonnage of tanks, and the procedure to be followed in considering the problem of air forces.

From November 3rd to 22nd, the Bureau, which on October 13th had authorised its President to give a month's notice as provided for in the resolution of July 23rd for convening the General Commission, examined the reports on these questions.

In the matter of supervision, the General Commission by its resolution of July 23rd had decided that there "should be set up a permanent Disarmament Commission with the constitution, rights and duties generally as outlined in Part VI of the draft Convention submitted by the Preparatory Commission for the Disarmament Conference, with such extension of its powers as might be deemed necessary by the Conference". The Bureau dealt with the powers, means of supervision, composition and functions of this permanent Commission. A Drafting Committee then prepared texts suitable for insertion in the draft Convention.

As regards the prohibition of chemical, incendiary and bacterial warfare and violations of this prohibition, the Bureau submitted a technical questionnaire to the Special Committee on Chemical, Incendiary and Bacterial Weapons. The Committee, in its reply, declared in particular that any prohibition of the preparation of chemical and incendiary warfare, together with any supervision of such prohibition, was bound to have only a restricted value, and that it was practically impossible to prevent preparations for bacterial warfare.

The Bureau was also informed of the work of the Committee for the Regulation of the Trade in and Private and State Manufacture of Arms and Implements of War.

New proposals from the French, the United Kingdom and ultimately the Japanese delegations were also submitted to the Bureau.

On December 11th, as a result of conversations carried on for several days in Geneva between the representatives of Germany, the United Kingdom, France, Italy, and the United States, an agreement was reached between the delegations of these five States on the principles which should guide the Conference. This agreement was communicated on December 14th to the General Commission, at the meeting of which a German representative was once more present.

The text of the agreement was as follows :

1. The Governments of the United Kingdom, France and Italy have declared that one of the principles that should guide the Conference for the Reduction and Limitation of Armaments should be the grant to Germany, and to the other Powers disarmed by treaty, of equality of rights in a system which would provide security for all nations, and that this principle should find itself embodied in the Convention containing the conclusions of the Conference for the Reduction and Limitation of Armaments.

This declaration implies that the respective limitations of the armaments of all States should be included in the proposed Disarmament Convention. It is clearly understood that the methods of application of such equality of rights will be discussed by the Conference.

2. On the basis of this declaration, Germany has signified its willingness to resume its place at the Conference for the Reduction and Limitation of Armaments.

3. The Governments of the United Kingdom, France, Germany and Italy are ready to join in a solemn reaffirmation to be made by all European States that they will not in any circumstances attempt to resolve any present or future differences between the signatories by resort to force. This shall be done without prejudice to fuller discussions on the question of security.

4. The five Governments of the United States of America, the United Kingdom, France, Germany and Italy declare that they are resolved to co-operate in the Conference with the other States there represented in seeking without delay to work out a Convention which shall effect a substantial reduction

and a limitation of armaments, with provision for future revision with a view to further reduction.

On the proposal of the President, the General Commission unanimously adopted the following resolution :

The General Commission of the Conference for the Reduction and Limitation of Armaments, taking note of the conclusions reached in the conversations of the Five Powers as stated in the document handed by the British Prime Minister to the President of the Conference and reported to this Commission to-day :

1. Expresses its thanks to the British Prime Minister and his co-signatories for the success of their efforts, which have resulted in a notable contribution to the work of the Conference;

2. Welcomes the declaration that the five Powers are resolved to co-operate in the Conference with the other States represented in seeking without delay to work out a Convention which shall effect a substantial reduction and a limitation of armaments with provision for future revision with a view to further reduction.

The General Commission then decided to hold its next meeting on January 31st, 1933, the Bureau meeting on January 23rd to prepare the agenda. The President stated that the Bureau, in establishing a programme, would take into account the desire of the French delegation that its plan should be among the first items for discussion.

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As regards the work undertaken by Special Commissions and Committees of the Conference, the *Committee on Moral Disarmament*, set up by the Political Commission, grouped the various questions submitted to it for study under the following headings :

1. Questions concerning intellectual co-operation and the technical aspects of distributing information (problems of education, the use of the cinematograph and broadcasting);
2. Questions concerning the collaboration of the Press;
3. Legal questions.

The *Special Committee on Effectives*, after accepting, in conformity with President Hoover's proposals, the principle of the division of effectives into two categories, the one irreducible and the other reducible, laid down the basic factors, to be used in calculating the irreducible component for effectives in the home forces. At the same time, it appointed a Technical Committee of Experts to examine successively the characteristics of the various police forces and similar formations belonging to the States represented in the Committee on Effectives, with a view to determining subsequently what part of the police forces of the various States should enter into account in calculating the effectives.

The *Air Commission*, which had been instructed to study the internationalisation of civil aviation, appointed a Sub-Committee which drew up the first part of a scheme concerning regulations and publicity.

The *National Defence Expenditure Commission* appointed a Technical Committee to examine the material concerning national defence expenditure supplied by the Governments and to study certain questions concerning the limitation of publicity and expenditure.

II. — ARMAMENTS TRUCE.

On July 23rd, as has been seen, the Conference for the Reduction and Limitation of Armaments recommended to the Governments to renew for a period of four months, as from November 1st, 1932, the truce provided for by the Assembly resolution of September 29th, 1931.

On November 3rd, at a meeting of the Bureau of the Conference, the President announced that no Government had opposed the renewal of the truce and that it had been accepted by the following States : Afghanistan, South Africa, Albania, Australia, Austria, Belgium, the United Kingdom, Bulgaria, Canada, Chile, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Denmark, Egypt, Estonia, Finland, France, Greece, Guatemala, Haiti, Hungary, India, Irish Free State, Italy, Japan, Latvia, Liberia, Lithuania, Mexico, the Netherlands, New Zealand, Nicaragua, Norway, Panama, Poland, Portugal, Roumania, Siam,

Spain, Sweden, Switzerland, Turkey, the Union of Soviet Socialist Republics, the United States, Venezuela and Yugoslavia. ¹

The acceptance of the truce by certain Governments was subject to reciprocity; other Governments reaffirmed the interpretations and observations which they had submitted on the subject in 1931. These, however, seemed to be in harmony with the resolution and report adopted by the twelfth Assembly. ²

Following the 1931 precedent, the Bureau decided to consider the armaments truce as renewed, subject to the conditions indicated in the resolution and report adopted by the 1931 Assembly, for four months as from November 1st, by the Governments taking part in the Conference.

III. — COLLABORATION OF THE PRESS IN THE ORGANISATION OF PEACE.

The question of the collaboration of the Press in the organisation of peace had already been the subject of an Assembly resolution in 1931. In execution of this resolution, the Council had ordered a report to be drawn up on the dissemination of false information of a nature likely to disturb the peace and good understanding between nations. ³

The question had meanwhile been discussed in January 1932 at the Conference of Directors of Government Press Bureaux and Press representatives, which met at Copenhagen on the invitation of the Danish Government.

The Secretary-General, moreover, had consulted the various Press Associations.

The Assembly, in the light of this documentation and the results of the Copenhagen Conference, expressed the hope that a future Conference organised on similar lines might give effect to some of the suggestions, in particular

¹ The Governments of Germany, Ecuador and Persia subsequently announced that they were prepared to accept the prolongation of the truce.

² See *The League from Year to Year*, 1930-31, pages 40 and 41.

³ See *The League from Year to Year*, 1930-31, pages 41 and 42.

regarding the need for a larger body of accurate information, for a true freedom of the Press and for co-operation between the Press organisations of the various countries.

The Assembly further advocated the fullest possible publicity for the activities of the League and recommended to the favourable consideration of the Chairmen of all League Committees an earlier and more complete distribution of documents concerning their work. It expressed the hope that the Secretariat of the League would continue to develop, by all the means at its disposal, a prompt supply to the Press of the fullest possible information concerning the work of the League.

Finally, it asked the Council to examine how far it would be possible to allow journalists to use the wireless station of the League for the despatch of news to their papers at reduced rates.

IV. — COLLABORATION OF WOMEN IN THE ORGANISATION OF PEACE.

Following upon the resolution of the twelfth Assembly, the Secretary-General had consulted the Women's Organisations on the possibility of developing the co-operation of women in the work of the League.

The thirteenth Assembly, acknowledging the work done by women for the League, noted that the women's organisations were unanimous in declaring that equality between men and women was an essential condition for the collaboration of women in the work of the League; the women's organisations felt that such collaboration could be most effectively exercised through the competent official organs of the League and of the Governments.

The Assembly reminded the States of Article 7 of the Covenant, which had in view the possibility of Governments appointing competent women to Assembly delegations and League Conferences, of the Council appointing competent women as assessors and experts on technical League committees and of the Secretary-General including them in the higher posts of the Secretariat.

V. — GENERAL CONVENTION TO IMPROVE THE MEANS
OF PREVENTING WAR.

The Permanent Advisory Commission for Military, Naval and Air Questions, acting under a decision of the Council of September 30th, 1931, framed, in April and May 1932, the draft regulations contemplated in Article 4 of the General Convention to improve the Means of preventing War.¹

The rules cover the constitution of Commissions of inspection, the work of the Commissions, facilities to be accorded them by the parties to the dispute, and the conditions under which the President of a Commission of Inspection will keep the Council of the League informed of the activities of the Commission and of the Commission's secretariat. The secretariat of the Commission may be organised by the Secretary-General of the League if the Council should think it necessary. The draft regulations were approved by the Council on May 18th, 1932.

¹ See *The League from Year to Year*, 1930-31, page 23.

CHAPTER II

THE PERMANENT COURT OF INTERNATIONAL JUSTICE

- I. The Statute of the Court. — II. Accession of the United States of America. — III. Competence of the Court : Extension of Compulsory Jurisdiction. — IV. Activity of the Court : A. 1. Railway Traffic between Lithuania and Poland ; 2. Access to and Anchorage in the Port of Danzig of Polish War Vessels ; 3. Treatment of Polish Nationals and Other Persons of Polish Origin or Speech in the Danzig Territory ; 4. Interpretation of the Greco-Bulgarian Agreement of December 9th, 1927 ; 5. The Free Zones of Upper Savoy and the District of Gex ; 6 and 7. Interpretation of the Statute of the Memel Territory (Preliminary Objection and Merits) ; 8. Legal Status of South-Eastern Greenland (Interim Measures of Protection) ; 9. Interpretation of the Convention concerning the Employment of Women during the Night ; B. Cases pending before the Court on December 31st, 1932.

I. — THE STATUTE OF THE COURT.

By October 1st, 1931, forty-five States¹ had ratified the Protocol of Signature, dated December 16th, 1920, to which the Statute is attached ; by December 31st, 1932, two further States — Colombia and Peru — had also ratified. Eight States² have signed the Protocol without so far ratifying it. The Protocol still remains open to the signature as of right by seven States.³

¹ Union of South Africa, Albania, Australia, Austria, Belgium, Brazil, United Kingdom, Bulgaria, Canada, Chile, China, Cuba, Czechoslovakia, Denmark, Estonia, Ethiopia, Finland, France, Germany, Greece, Haiti, Hungary, India, Irish Free State, Italy, Japan, Latvia, Lithuania, Luxemburg, Netherlands, New Zealand, Norway, Panama, Persia, Poland, Portugal, Roumania, Salvador, Siam, Spain, Sweden, Switzerland, Uruguay, Venezuela, Yugoslavia.

² Bolivia, Costa Rica, Dominican Republic, Guatemala, Liberia, Nicaragua, Paraguay, United States of America.

³ Argentine, Ecuador, Hejaz, Honduras, Iraq, Mexico, Turkey.

By December 31st, 1932, the Protocol of September 14th, 1929, concerning the revision of the Court's Statute, had been ratified¹ by all the States having already ratified the Protocol of 1920 except :² Brazil, Chile, Ethiopia, Lithuania, Panama, Peru, Uruguay and Venezuela. The ratification of these eight States is necessary for the coming into force of the Protocol.³ The Protocol has been signed (but not ratified) by fourteen further States⁴ and is open to signature as of right by four other States.⁵

In execution of a resolution adopted by the Assembly on September 25th, 1931, the Secretary-General submitted to the thirteenth Assembly a statement on the situation as regards the ratification of the Protocol of 1929.

On the report of M. Pilotti, the Assembly on October 14th, 1932, adopted the following resolution :

The Assembly,

Having noted the report of the Secretary-General (document A. 27. 1932. V.) on the situation as regards ratification of the Protocol of September 14th, 1929, concerning the revision of the Statute of the Permanent Court of International Justice;

Observes with satisfaction that, the Government of Cuba having felt able to withdraw the reservations to which its ratification of the Protocol was subject, the obstacle which last year appeared to lie in the way of the entry into force of the Protocol has been removed;

Addresses an urgent appeal to the States which, having ratified the Protocol of December 16th, 1920, and signed the

¹ One of the ratifications—that of Colombia—had been deposited after October 1st, 1931. The ratification of Cuba was subject to reservations which were withdrawn after October 1st, 1931.

² The Protocol of 1929 has also been ratified by one State—Liberia—which had signed but not ratified the Protocol of 1920.

³ It should be noted that according to the terms of paragraph 7 of the Protocol of 1929 the United States of America shall, for the purposes of that Protocol, be in the same position as a State which has ratified the Protocol of 1920. In a letter to the Secretary-General of June 25th, 1930, the Secretary of State of the United States, however, intimated that he perceived no reason to object to the coming into force of the Protocol of 1929, which had not been ratified by the United States.

⁴ Bolivia, Brazil, Chile, Dominican Republic, Ethiopia, Guatemala, Lithuania, Nicaragua, Panama, Paraguay, Peru, United States of America, Uruguay, Venezuela. The signature of Ethiopia was apposed after October 1st, 1931.

⁵ Costa Rica, Iraq, Mexico, Turkey.

Protocol of September 14th, 1929, have not yet ratified the latter, that such ratification be effected as soon as possible; and, if they should consider that peremptory reasons prevent them from ratifying the Protocol, request them to inform the Secretary-General without delay of the nature of those reasons;

Instructs the Secretary-General to inform the Members of the League immediately of the deposit of each new ratification and of any communication as to the causes which prevent a State from ratifying the Protocol;

Instructs the Secretary-General, on the receipt of the last ratification which is necessary for the entry into force of the Protocol, to notify its entry into force to the Governments of the States concerned and to the Registrar of the Permanent Court of International Justice;

Instructs the Secretary-General to send to the States mentioned in paragraph 3 copies of the present resolution and of the statements made by the Rapporteur, M. Massimo Pilotti, and by the former President of the Permanent Court of International Justice, M. Max Huber, of the reasons for desiring an early entry into force of the Protocol of 1929.

M. Pilotti, in his report, referred in this connection to the three following considerations :

1. The Protocol embodied amendments designed to develop the activities of the Chambers of Summary Procedure and thus to provide States with a means of settling more rapidly disputes not regarded as of sufficient importance to justify a procedure before the Court as ordinarily constituted.

2. The Protocol embodied amendments designed to develop the advisory activities of the Court under Article 14 of the Covenant.

3. The Protocol also contained amendments designed to facilitate the appointment of judges to any vacancy which might occur during the term of office of a judge of the Court.

II. — ACCESSION OF THE UNITED STATES OF AMERICA.

By December 31st, 1932, the Protocol of September 14th, 1929, relating to the adherence of the United States to the Statute of the Court had been ratified by thirty

eight States¹ and signed, but not ratified, by sixteen further States.² The Protocol is open to the signature of four other States.³

This Protocol will come into force as soon as all States which have ratified that of 1920, and the United States, shall have deposited their ratifications. Over and above that of the United States, the ratification of nine other States was still required on September 30th, 1932.

The Protocol had been signed on behalf of the United States (together with the Protocol of Signature of 1920 and the Protocol of 1929 relating to the revision of the Court's Statute) on December 9th, 1929. The President of the United States had transmitted the instruments to the Senate "for its consideration and action", on December 10th, 1930.

The Committee on Foreign Relations of the Senate decided on June 1st, 1932, to recommend the Senate to ratify them with certain reservations.

On May 2nd, 1932, Mr. Linthicum, Chairman of the Committee on Foreign Relations of the House of Representatives, moved a resolution, for adoption by the Senate and the House of Representatives, authorising an appropriation as the contribution of the United States to the expenses of the Court for the calendar year 1932.

III. — COMPETENCE OF THE COURT : EXTENSION OF COMPULSORY JURISDICTION.

By October 1st, 1931, thirty-six States⁴ were bound

¹ Union of South Africa, Albania, Australia, Austria, Belgium, United Kingdom, Bulgaria, Canada, China, Colombia, Cuba, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, India, Irish Free State, Italy, Japan, Latvia, Luxemburg, Netherlands, New Zealand, Norway, Persia, Poland, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, Venezuela, Yugoslavia : three of these States—Belgium, Colombia, Venezuela—had ratified after October 1st, 1931.

² Bolivia, Brazil, Chile, Dominican Republic, United States of America, Ethiopia, Guatemala, Haiti, Liberia, Lithuania, Nicaragua, Panama, Paraguay, Peru, Salvador, Uruguay. One of these States—Ethiopia—had signed after October 1st, 1931.

³ Costa Rica, Iraq, Mexico, Turkey.

⁴ Union of South Africa, Albania, Australia, Austria, Belgium, United Kingdom, Brazil, Bulgaria, Canada, Denmark, Estonia, Finland, France, Germany, Greece, Haiti, Hungary, India, Irish Free State, Italy, Latvia,

by the Optional Clause provided for in Article 36 of the Statute of the Court, and had, accordingly, accepted the jurisdiction of the Court as compulsory for certain or all classes of legal disputes.

By December 31st, 1932, the number of States thus bound had risen to forty, Colombia, Ethiopia, Persia and Peru having meanwhile ratified their declarations of acceptance.

By the same date, seven further States had signed the Optional Clause without, however, so far becoming bound by it. Two of these States,¹ in fact, though they had signed the clause without reservation as to ratification, had not ratified the Statute of the Court itself; whilst five States² had not yet ratified their declarations of acceptance by the said date. The clause is open for the signature of fifteen further States.³

Six Conventions (treaties of arbitration and conciliation, commercial and navigation treaties or agreements entered into under the League's auspices) concluded between October 1st, 1931, and December 31st, 1932, contain provisions granting a certain measure of jurisdiction to the Court. On December 31st, 1932, the total number of international agreements conferring jurisdiction on the Court was estimated at approximately 430.

IV. — ACTIVITY OF THE COURT.

Between October 1st, 1931, and December 31st, 1932, the Court dealt with the following questions :

1. Railway Traffic between Lithuania and Poland.
2. Access to and Anchorage in the Port of Danzig of Polish War Vessels.
3. Treatment of Polish Nationals and Other Persons of Polish Origin or Speech in the Danzig Territory.

Lithuania, Luxemburg, Netherlands, New Zealand, Norway, Panama, Portugal, Roumania, Salvador, Siam, Spain, Sweden, Switzerland, Uruguay, Yugoslavia.

¹ Costa Rica, Nicaragua.

² Czechoslovakia, Dominican Republic, Guatemala, Liberia, Poland.

³ United States of America, Argentine, Bolivia, Chile, China, Cuba, Ecuador, Hejaz, Honduras, Iraq, Japan, Mexico, Paraguay, Turkey, Venezuela.

4. Interpretation of the Greco-Bulgarian Agreement of December 9th, 1927.

5. The Free Zones of Upper Savoy and the District of Gex.

6 and 7. Interpretation of the Statute of the Memel Territory (Preliminary Objection and Merits).

8. Legal Status of South-Eastern Greenland (Interim Measures of Protection).

9. Interpretation of the Convention of 1919 concerning the Employment of Women during the Night.

The first four and the last of these cases were submitted to the Court for advisory opinions; the four others were contentious cases.

1. *Railway Traffic between Lithuania and Poland.*

On October 15th, 1931, the Court gave the advisory opinion requested by the Council on the following question :

Do the international engagements in force oblige Lithuania in the present circumstances, and if so in what manner, to take the necessary measures to open for traffic or for certain categories of traffic the Landwarow-Kaisiadorys railway sector ?

The answer given to this question, by a unanimous vote of the Court, was in the negative.

The reasons on which this conclusion was based may be summarised as follows :

As regards "international engagements", the question put to the Court, in the opinion of the latter, refers solely to contractual engagements which might create the obligation in question for Lithuania. In this connection, Article 23 (e) of the Covenant of the League, certain provisions of the Convention of Paris of May 8th, 1924, concerning Memel, and the resolution of the Council of the League dated December 10th, 1927, had been brought to the attention of the Court.

The last-named resolution, which had been adopted by the Council with the concurrence of the Lithuanian

and Polish representatives, recommended the two Governments to enter into direct negotiations as soon as possible in order to establish such relations between the two neighbouring States as would ensure the good understanding on which peace depends.

According to the Polish submission, the two States, in accepting that recommendation, undertook, not only to negotiate, but also to come to an agreement, with the result that Lithuania had incurred an obligation to open the Landwarow-Kaisiadorys railway sector to traffic. The Court, however, does not share this view.

In regard to Article 23 (*e*) of the Covenant, the Polish Government, quoting in particular the opinion of the Advisory and Technical Committee for Communications and Transit, had contended that the Article constituted an international engagement obliging the Lithuanian State to open the line. The Court holds, however, that specific obligations can only arise under the said clause from “ international conventions existing or hereafter to be agreed upon ” (Article 23 of the Covenant) — for instance, from “ general conventions to which other Powers may accede at a later date ” (Preamble of the Barcelona Convention on Freedom of Transit). It is therefore impossible for the Court to deduce from the general rule contained in Article 23 (*e*) of the Covenant an obligation for Lithuania to open the Landwarow-Kaisiadorys railway sector to international traffic or to a part of such traffic.

Lastly, as regards the application of the Memel Convention, the Court observes that, by the terms of that instrument, some of the provisions of the Statute of Barcelona have become applicable to Lithuania, although Lithuania is not a party to that Statute. The Court notes, however, that, according to the very terms of the request for an advisory opinion, these provisions do not apply to the Landwarow-Kaisiadorys railway sector.

The Court further points out that, even if they did apply, Lithuania would be entitled to invoke Article 7 of the Barcelona Statute as a ground for refusing to open this sector to traffic in case of an emergency affecting her security and vital interests; and that Lithuania considers that her relations with Poland have brought about such a situation.

2. *Polish War Vessels in the Port of Danzig.*

On December 11th, 1931, the Court gave the advisory opinion requested by the Council in regard to the question whether :

“ . . . The Treaty of Peace of Versailles, Part III, Section XI, the Danzig-Polish Treaty concluded at Paris on November 9th, 1920, and the relevant decisions of the Council of the League of Nations and of the High Commissioner, confer upon Poland rights or attributions as regards the access to, or anchorage in, the port and waterways of Danzig of Polish war vessels. ”

This question the Court, by eleven votes to three, answered in the negative. The reasons on which this decision is based may be summarised as follows :

The Court first observes that, according to the Polish submissions, Polish warships were entitled to go into the port of Danzig and remain there as of right, without obtaining the consent of the authorities of the Free City, and were at liberty, while in the port, to ship such stores and execute such repairs as they might need. What Poland is claiming, in the Court's opinion, is a right peculiar to herself at Danzig, a right which would give her warships a special position, different from that enjoyed by the warships of foreign Powers.

On this point the Court observes that the port of Danzig is not Polish territory, and that therefore the rights claimed by Poland would be exercised in derogation of those of the Free City. Such rights, if any, must be established on a clear basis.

In the Court's opinion, however, there is no clause in the Treaty of Versailles which, either expressly or by implication, confers a special right upon Polish warships. In particular, the Court holds that the natural interpretation of Article 104, paragraph 2, of the Treaty is that Poland is only to enjoy the unfettered use of the port and its equipment for commercial purposes.

The Court admits that, in the Polish submission, the right claimed is derived, not from the terms of the Treaty

of Versailles, but from the principles underlying the establishment of the Free City, in accordance with the Treaty : these principles were the necessity for ensuring free access to the sea for Poland, the intimate relations which were to exist between Poland and Danzig, and the necessity for providing for the defence of the Free City; their combined effect being that they conferred upon Poland the right of access to, and anchorage in, the port of Danzig. In this regard, however, the Court is not prepared to adopt the view that the text of the Treaty of Versailles can be enlarged by reading into it stipulations which are alleged to result from the proclaimed intentions of the authors of the Treaty, but for which no provision is made in the text itself.

Proceeding, the Court examines the relevant articles of the Danzig-Polish Agreement of 1920 (Convention of Paris). It considers, in brief, that, like the relevant clauses of the Treaty of Versailles, they cannot be considered as conferring any general right of access and anchorage.

Lastly, as regards the Council's resolution of June 22nd, 1921, this was intended, in the Polish submission, to constitute a definite acceptance in principle of the Polish claim, leaving over for future regulation the details as to how practical effect was to be given to the rights involved. But in the opinion of the Court, the resolution is no more than a direction to the High Commissioner to examine how Poland could be given a *port d'attache* at Danzig for her war vessels without creating a naval base there.

3. *Treatment of Polish Nationals in Danzig.*

On February 4th, 1932, the Court delivered the advisory opinion for which it had been asked by the Council on the two following questions :

1. Is the question of the treatment of Polish nationals and other persons of Polish origin or speech in the territory of the Free City of Danzig to be decided solely by reference to Article 104 (5) of the Treaty of Versailles and Article 33, paragraph 1, of the Convention of Paris (and any other treaty provisions in force which may be applicable), or also by reference to the Constitution of the Free

City; and is the Polish Government accordingly entitled to submit to the organs of the League of Nations, by the method provided for in Article 103 of the Treaty of Versailles and Article 39 of the Convention of Paris, disputes concerning the application to the above-mentioned persons of the provisions of the Danzig Constitution and other laws of Danzig?

2. What is the exact interpretation of Article 104 (5) of the Treaty of Versailles and of Article 33, paragraph 1, of the Convention of Paris, and, if the reply to question (1) is in the affirmative, of the relevant provisions of the Constitution of the Free City?

The Court's reply to the first of these questions is in the negative. In answer to the second it explains its interpretation of Article 104 (5) of the Treaty of Versailles and of Article 33 (1) of the Convention of Paris in detail: this interpretation differs from both of those suggested by the two interested Governments, but is nearer to the view expounded by the Free City.

The opinion as a whole was adopted by nine votes to four. It is apparent from the terms of the dissenting opinion signed by the minority that the Court was unanimous in regard to the reply to the first question, and was divided only on the second question.

In the statement of reasons the Court points out, in regard to the first question, that the question put to it relates solely to the right of the Polish Government, acting in its own name, to submit to the organs of the League, by the method provided for in Article 103 of the Treaty of Versailles and Article 39 of the Convention of Paris, disputes concerning the application of the provisions of the Constitution and other Danzig laws to Polish nationals and other persons of Polish origin or speech. The Court holds that the Constitution is not one of the instruments for which the compulsory arbitral jurisdiction of the High Commissioner is provided under the above-mentioned articles. And it is the general principles of international law that apply to Danzig, subject only to the treaty provisions binding upon the Free City.

The Court adds, however, that should the application of the Danzig Constitution result in the violation of an international obligation incumbent on Danzig towards

Poland, Poland would be entitled to submit it to the organs of the League under Article 103 of the Treaty of Versailles and Article 39 of the Convention of Paris.

Proceeding next to interpret Article 104, section 5, of the Treaty of Versailles, the Court points out that the object of this provision is to ensure, by means of the convention to be concluded between Danzig and Poland, that there shall be no discrimination to the detriment of Polish nationals and other persons of Polish origin or speech at Danzig. In the opinion of the Court, what this clause forbids is discrimination because of the Polish character of these persons. This prohibition must have the effect of eliminating discrimination in fact as well as in law. The question whether a measure is, or is not, in fact directed against the persons indicated by the article must be decided on the merits of each case. The object of the clause, which is purely negative, is to prevent any unfavourable treatment; it is not to grant a special regime of privileged treatment. What is provided in Article 104 (5) is a rule of law, which has become binding upon the Free City, but only because this clause has been reproduced in the Convention of Paris, and not because it is a provision of the Treaty of Versailles. From the standpoint of the relations between Danzig and Poland, the Convention of Paris is the instrument which is directly binding upon the Free City; but, in case of doubt, recourse may be had to the Treaty of Versailles to elucidate the meaning of the Convention.

Proceeding further to interpret Article 33 of the Convention of Paris, the Court then observes that the Polish Government holds that this provision accords national treatment to Polish nationals and other persons of Polish origin or speech, whereas the Danzig Government considers that the article contains nothing more than an undertaking to apply the minority regime to such persons. The Court does not entirely adopt either of these views. In its opinion, the article should be considered as containing two undertakings by Danzig: one to apply to minorities, in her territory, provisions similar to those applied by Poland in Polish territory; and the other, to provide against discrimination to the detriment of persons of Polish origin, nationality, or speech, on the ground of their Polish character.

4. *Greco-Bulgarian Agreement of December 9th, 1927.*

On March 8th, 1932, the Court delivered the advisory opinion requested by the Council in regard to the following questions :

In the case at issue, is there a dispute between Greece and Bulgaria within the meaning of Article 8 of the Caphandaris-Molloff Agreement concluded at Geneva on December 9th, 1927?

If so, what is the nature of the pecuniary obligations arising out of this Agreement?

The Court gave a negative answer to the first question; accordingly, the second question did not require an answer.

The Court's decision was adopted by eight votes to six.

In its opinion the Court begins by indicating the origin of the questions :

The Bulgarian reparation debt had its origin in Article 121 of the Peace Treaty of Neuilly. By that article, Bulgaria agreed to pay a sum of 2 $\frac{1}{4}$ milliard gold francs under the head of reparations; the same article laid down the way in which this sum had to be paid. Subsequently, both the sum to be paid and the way in which it was to be paid underwent various modifications; they were finally fixed by the Agreement on the payment of Bulgarian reparations concluded at The Hague on January 20th, 1930.

The Greek Emigration debt had its origin in the Convention between Greece and Bulgaria signed at Neuilly on November 27th, 1919, in pursuance of Article 56 of the Peace Treaty of Neuilly. This Convention was intended to facilitate the reciprocal and voluntary emigration of members of the racial, religious or linguistic minorities in Greece and Bulgaria to the country to which they were ethnically akin. The financial aspects of the system had been settled by a *règlement*, which was subsequently modified, in the last place, by an arrangement — the Molloff-Caphandaris Agreement — concluded between the two

Governments on December 9th, 1927. Under this system the property of emigrants leaving one of the States concerned was liquidated and acquired by that State. The emigrant received payment, partly in cash (as a rule 10 per cent), and the balance in bonds issued by the State in whose territory he settled. Each Government was to become the creditor of the other for the total amount of the debt it had contracted towards the emigrants coming to settle in its territory. Finally, the State which had the larger claim against the other—in this case, Bulgaria—was to become the creditor of the other for the balance. It is this balance which constitutes the Greek emigration debt.

On June 20th, 1931, President Hoover made his proposal for a moratorium in respect of certain war debts. The Greek Government considered that, if this proposal was to cover, not only German reparations, but also what are known as Eastern reparations, it was fair that the moratorium should include the Greek emigration debt, as being intergovernmental debt. The Bulgarian Government, for its part, considered that the Hoover proposal certainly covered its own reparation debt, but that its claim against Greece on account of emigration, being essentially in the nature of a private debt, was not covered by it.

As from July 15th, 1931, Bulgaria discontinued payment of her reparation instalment. Greece, for her part, omitted the payment due on July 31st, 1931, in respect of the half-yearly instalment of the Greek emigration debt.

In these circumstances, Bulgaria submitted the matter to the Council, which decided, to ask the Court for an advisory opinion.

In the view of the Court, the question which Bulgaria submitted to the Council—namely, whether Greece was entitled to connect the Bulgarian reparation debt and the Greek emigration debt and to set off one against the other, is only another way of raising the question whether Greece is right in contending that, if she were to agree to the Hoover Plan being applied to payments on account of reparations, payments under the Greek emigration debt must also be held in suspense.

In this connection the Court points out that Greece's right to subject her acceptance of the Hoover Plan to a condition has nothing to do with the Molloff-Caphandaris Agreement, the interpretation of which could therefore come in only as a question incidental or preliminary to another question, itself depending solely on the Hoover Plan.

But the powers of the Council under Article 8 of the Caphandaris-Molloff Agreement, according to which any differences as to the interpretation of the Agreement shall be settled by the Council, do not extend to the Hoover Plan. The Court, therefore, concludes that, in the case at issue, there is no dispute within the meaning of the said article.

5. *The Free Zones of Upper Savoy and the District of Gex.*

On June 7th, 1932, the Court delivered its final judgment in the case concerning the Free Zones of Upper Savoy and the District of Gex. This case had been in dispute between France and Switzerland since 1919; it had been before the Court since 1928, and had already been the subject of two preparatory decisions in the form of Orders, delivered on August 19th, 1929, and on December 6th, 1930.¹

In its judgment the Court decides, briefly, that these Free Zones — which, after being created in 1815 and 1816, had been abolished in 1923 by the singlehanded action of France — are to be maintained in existence. Accordingly, the Court rules that France must withdraw her Customs line, in conformity with the provisions of 1815 and 1816. This withdrawal has to be effected by January 1st, 1934; the Court adds, however, that the withdrawal of the Customs line does not affect the right of the French Government to collect at the political frontier fiscal duties not possessing the character of Customs duties. Furthermore, the Court declares that, as the Free Zones are maintained, some provision for the importation of goods, free of duty, or at reduced rates, across the line of the Federal

¹ See *The League from Year to Year*, 1928-29, page 72, 1930-31, page 50.

Customs must be contemplated; for the rest, it leaves the manner of regulating such imports to the Governments concerned, confining itself to placing on record a declaration made on behalf of the Swiss Government to the effect that the latter would agree, should France so desire, to the terms of these exchanges of goods being settled by experts, failing an agreement between the parties.

The judgment of the Court was adopted by six votes against five.

First, by reference to the instruments which created them in 1815 and 1816, the Court gives a legal definition of the free zones to which the case relates—namely, the Gex zone, the “little” Sardinian zone, the Saint-Gingolph zone, and the “Lake” zone.

Continuing, the Court recounts the various changes which the Customs regime has undergone in the districts in question, particularly on the occasion of the consolidation of the Swiss Customs in 1849 and also during the war 1914-1918; finally, it goes on to relate the origin of Article 435 of the Treaty of Versailles and of the Special Arbitration Agreement of October 30th, 1924, in virtue of which the case was submitted to it.

Proceeding to examine the merits of the case, the Court dwells, *inter alia*, on the following considerations :

The question which the Court must first pass upon is “whether”, according to Article 1, paragraph 1, of the Special Agreement, “as between Switzerland and France, Article 435, paragraph 2, of the Treaty of Versailles, with its Annexes, has abrogated or is intended to lead to the abrogation of”, the provisions of 1815 and 1816, on which the regime of the free zones is based.

In this respect, the Court points out that the only conclusion which is drawn in the actual text of Article 435, paragraph 2, of the Treaty of Versailles, from the statement therein that the former provisions are not consistent with present conditions, is that France and Switzerland are to settle between themselves the status of the free zones; the text does not draw the conclusion that the abrogation of the old stipulations relating to the free zones is a necessary consequence of this inconsistency. In any case, Article 435 of the Treaty of Versailles cannot be adduced

against Switzerland, which is not a party to that Treaty, except to the extent to which she accepted it. That extent is determined by the note of the Federal Council of May 5th, 1919, in which the Federal Government makes explicit reservations which exclude the acquiescence of Switzerland in the abolition of the free zones.

The Court next examines the situation in regard to the different free zones—namely, the little Sardinian zone, the Saint Gingolph zone, and the Gex zone and concludes that the old stipulations invest Switzerland with a right, of the character of treaty stipulations, in respect of these zones.

Passing next to Article 2 of the Special Agreement, the Court observes that according to this article its mission is to settle all the questions involved by the execution of paragraph 2 of Article 435 of the Treaty of Versailles. It points out that it is called on to discharge its task in “a single judgment”, and that it must, therefore, deal with the questions involved in the execution of paragraph 2 of Article 435 of the Treaty of Versailles upon the footing that it must recognise and give effect to the rights which Switzerland derived from the Treaties of 1815 and the other supplementary acts relating to the free zones.

Towards the end of the proceedings, however, the French agent contended that the stipulations establishing the zones had lapsed, because these zones had been created in view of, and because of, the existence of a particular situation, and that this situation had now ceased to exist. In the opinion of the Court, however, this French argument fails on the facts, and it therefore becomes unnecessary to consider any of the questions of principle which arise in connection with the theory of the lapse of treaties by reason of change of circumstances (the *rebus sic stantibus* clause), and, in particular, to consider whether that theory would apply to treaties establishing rights such as that which Switzerland derived from the Treaties of 1815 and 1816.

The Court next considers the question whether, and to what extent, it can fulfil that part of its mission which involves settling the regime of the territories in question, and for reasons bound up with its Constitution it comes to the conclusion that, as the parties have failed to come to

an agreement on the regulation of these matters, judgment must be limited to questions of law—*i. e.*, to questions not covered by the above-mentioned clause of the Special Agreement. Another limitation of the Court's jurisdiction consists in the respect which is due to the sovereignty of France over the zones, that sovereignty being entire in so far as it is not restricted by the provisions of the Treaties of 1815 and 1816 and the agreements which supplemented them.

6 and 7. Interpretation of the Statute of the Memel Territory (Preliminary Objection and Merits).

On April 11th, 1932, the Governments of the United Kingdom, France, Italy and Japan filed an application instituting proceedings against the Government of the Lithuanian Republic in respect of differences of opinion as to whether certain acts of the latter Government were in conformity with the Statute of the Memel Territory annexed to the Convention of May 8th, 1924, concerning Memel. The events which had given rise to the said difference of opinion were the dismissal of M. Böttcher, President of the Directorate of Memel, in consequence of a journey that he had made to Berlin, and also certain steps taken subsequently to his dismissal, in particular the formation of a Directorate not enjoying the confidence of the Diet and the dissolution of that body.

In their application, the Applicant Powers asked the Court to decide :

- (1) Whether the Governor of the Memel Territory has the right to dismiss the President of the Directorate;
- (2) In the case of an affirmative decision, whether this right only exists under certain conditions or in certain circumstances and what those condition or circumstances are;
- (3) If the right to dismiss the President of the Directorate is admitted, whether such dismissal involves the termination of the appointments of the other members of the Directorate;
- (4) If the right to dismiss the President of the Directorate only exists under certain conditions or in certain circumstances, whether the dismissal of M. Böttcher, carried out on February

6th, 1932, is in order in the circumstances in which it took place;

(5) Whether, in the circumstances in which it took place the appointment of the Directorate presided over by M. Simaitis is in order;

(6) Whether the dissolution of the Diet, carried out by the Governor of the Memel Territory on March 22nd, 1932, when the Directorate presided over by M. Simaitis had not received the confidence of the Diet, is in order.

On May 31st, 1932, the Lithuanian Government raised a preliminary objection against the Court's jurisdiction to deal with points 5 and 6 of the application.

On June 24th, 1932, the Court delivered judgment on this objection, which it overruled by thirteen votes to three.

The grounds for this decision may be summarised as follows :

The Lithuanian Government founds its preliminary objection upon Article 17 of the Convention of May 8th, 1924, concerning Memel, contending that under that article, before being referred to the Court, disputes must be submitted to the Council for examination. This condition had not been observed by the applicant Powers in regard to questions 5 and 6 of their application.

The Court points out that the proceedings before the Council, contemplated by paragraph 1 of Article 17 are quite different from the judicial proceedings before the Court with which the second paragraph of Article 17 deals. The two procedures relate to different objects, and there is furthermore a distinction between them with regard to those who may initiate them. While any Member of the Council of the League may bring a matter before the Council, proceedings before the Court may only be initiated by any one of the principal Allied Powers Member of the Council.

On August 11th, 1932, the Court delivered its judgment on the merits of the case.

The main points in the operative portion of the Court's decision, adopted by ten votes against five, are the following :

1. The Governor of the Memel Territory is entitled,

as a means of protecting the interests of the State, to dismiss the President of the Directorate of the Territory in case of serious acts by him which violate the Convention of Paris of May 8th, 1924, including its annexes, and are calculated to prejudice the sovereignty of Lithuania, and if no other action can be taken.

2. The dismissal of the President of the Directorate does not by itself involve the termination of the appointment of the other members of the Directorate.

3. The dismissal of M. Böttcher carried out on February 6th, 1932, was in order in the circumstances in which it took place.

5. In the circumstances in which it took place, the appointment of the Directorate presided over by M. Simaitis was in order.

6. The dissolution of the Chamber of Representatives of the Memel Territory, which was carried out by the Governor of the said Territory when the Directorate presided over by M. Simaitis had not received the confidence of the Chamber, was not in order.

In the statement of the grounds, the following points may be noted :

As to clause No. 1 of the operative part of the judgment :

By the Convention of May 1924, the sovereign rights which Germany had ceded to the Allied Powers by the Treaty of Versailles were transferred to Lithuania. Accordingly, Lithuania was to enjoy full sovereignty at Memel, subject only to the autonomy of Memel : this autonomy has, however, only to operate within the limits laid down by the Statute. As regards the autonomous executive power, the Court is convinced that this power should be considered as restricted to matters within the competence of the Memel authorities. Accordingly, the Governor must be regarded as possessing the right of watching the acts of the autonomous executive power at Memel to satisfy himself that these acts do not exceed the competence of the local authorities. The means of enforcing this right consist in the right of dismissing the President of the Directorate in cases of gravity.

As to clause No. 2 of the operative part :

The Court holds, first, that the Territory cannot be left without a Government; and, secondly, that, as regards the Governor, the dismissal of the President of the Directorate is an act limited to the person of the latter. It follows that, after the dismissal of the President, the other members must retain their office until the appointment of a new President.

As to clause No. 3 of the operative part :

The reason for M. Böttcher's dismissal was a journey he had undertaken to Berlin, where he had conversations with two Ministries. The Court considers that it is established that M. Böttcher's negotiations fall within the sphere of the conduct of foreign affairs, a sphere which is exclusively reserved to Lithuania under the Statute; and that, in consequence, M. Böttcher's journey constituted a violation of the Statute. Finally, the Court states that the gravity of the incident must be appraised mainly with regard to the possible repercussions of the arrangement envisaged by the negotiations in question.

As to clause No. 5 of the operative part :

The Court observes that, according to the terms of the Statute, the appointment of the Directorate involves two stages — the appointment of the President by the Governor, and the appointment of the other members by the President; the Court is only concerned with the first stage.

The Court holds that the Governor is bound by one condition only : the President must be a citizen of the Memel Territory. He is, in particular, not bound to make sure in advance that the Chamber will approve his choice. Moreover, the Governor might reasonably have believed that the Chamber would pass a vote of confidence in M. Simaitis.

As to clause No. 6 of the operative part :

The Court observes, first, that, under the Statute, the Governor cannot dissolve the Chamber without the concurrence of the Directorate, and that the purpose of

this provision is to ensure that the local elements shall have some voice in the matter.

The Court therefore holds that it is necessary to distinguish between the powers of a Directorate which has, and those of a Directorate which has not, received the confidence of the Chamber; only where a Directorate, which has functioned as such with the consent of the Chamber, agrees to a dissolution does such agreement show the approval of the local elements. When the Simaitis Directorate gave the Governor its consent to dissolve the Chamber, this condition was not fulfilled.

8. *Legal Status of South-Eastern Greenland*
(*Interim Measures of Protection*).

On July 18th, 1932, the Court received two applications instituting proceedings concerning the legal status of South-Eastern Greenland : one from the Norwegian Government and the other from the Danish Government. In its application, the Norwegian Government asked the Court to indicate interim measures for the protection of Norwegian interests in a territory in the south-eastern part of Greenland, the occupation of which Norway had proclaimed on July 12th, 1932.

By an Order of August 3rd, 1932, the Court dismissed the request of the Norwegian Government for the indication of such interim measures; nevertheless, it reserved its right subsequently to consider whether circumstances had arisen requiring the indication of such measures in accordance with Article 41 of the Statute.

The facts of the case and the reasons on which the Court's Order is based may be summarised as follows :

In the territory covered by the declaration of occupation there were a number of Norwegian hunters, one of whom had been invested with police powers over foreigners as well as Norwegians. Two Danish expeditions were on their way to the same region or had already arrived there; some members of these expeditions had also been invested with police powers. Fearing friction and incidents, the Norwegian Government requested the Court to "order" the Danish Government to "abstain in the said territory from any coercive measure directed against Norwegian

nationals". The Danish Government, for its part, asked the Court to dismiss the Norwegian request as groundless. It argued, *inter alia*, that the provisions relating to measures of protection were solely intended for the protection of rights and not for the prevention of incidents; moreover, there was no reason to fear such incidents.

The Court observes that it has power to indicate measures of protection both at the request of the parties and *proprio motu*; accordingly, it considers, first, whether it should comply with the request of the Norwegian Government, and then whether it should indicate measures of protection *proprio motu*. It further notes that, in this case, there is no occasion for it to take a final stand as regards the question whether its Statute provides for interim measures of protection solely for the purpose protecting a right, or whether it also permits such measures for the prevention of incidents: for, from either point of view, the same result is reached.

Adopting the first point of view, the Court observes that the Norwegian request is not based on the plea that the action which the Norwegian Government asks the Court to prevent would prejudice some recognised or alleged Norwegian right; moreover, the incidents feared by Norway cannot in any way affect the only rights which might enter into account—namely, the sovereign rights claimed by Norway—were the Court subsequently to recognise these rights.

Adopting the second of the points of view mentioned above, the Court observes that the parties have made declarations before it, which are to be regarded as eminently reassuring. In this connection, the Court emphasises the fact that, once these statements have been made before it, it cannot presume that the parties might act otherwise than in conformity with the intentions thus expressed.

Passing on to the question of the possible indication, *proprio motu*, of interim measures of protection, the Court declares that, in regard to the dispute, there could be no question of safeguarding other rights than the rights of sovereignty, if any, of the respective countries. Now, both parties had stated before the Court that, pending the Court's decision on the merits of the dispute, they

intend to refrain from any action calculated to modify the legal status of the territory in dispute. The Court also points out that both parties, being bound by the General Act of 1928, have undertaken to abstain from any sort of action whatever which may aggravate or extend a dispute, and that this undertaking is placed under the guarantee of the compulsory jurisdiction of the Court itself.

*9. Interpretation of the Convention of 1919
concerning the Employment of Women during the Night.*

On November 15th, 1932, the Court delivered its advisory opinion on the following question, which had been submitted to it by the Council of the League of Nations at the request of the Governing Body of the International Labour Office :

Does the Convention concerning employment of women during the night, adopted in 1919 by the International Labour Conference, apply, in the industrial undertakings covered by the said Convention, to women who hold positions of supervision or management and are not ordinarily engaged in manual work?

By six votes to five, the Court answered this question in the affirmative.

The opinion adopted by the Court is in line with the point of view argued before it by the British Government, as also by the organisations whose views it had desired to hear; on the other hand, the German Government had submitted arguments in an opposite sense.

The question submitted to the Court had its origin in a difficulty which the British Government had encountered in the application of Article 3 of the Convention in question. That article is worded as follows :

Women, without distinction of age, shall not be employed during the night in any public or private industrial undertaking, or in any branch thereof, other than an undertaking in which only members of the same family are employed.

The British Government regarded this provision as applying to all women, without exception, employed in industry; but, at the same time, they considered that an exception ought to be made in favour of women occupying posts of supervision or management. They therefore proposed that the Convention should be revised in that sense; as it proved impossible to obtain agreement upon this revision, the British Government proposed to the Governing Body of the International Labour Office that steps should be taken to obtain an advisory opinion from the Court.

The reasons on which the Court's decision is based may be summarised as follows :

The wording of Article 3 of the Convention, considered by itself, gives rise to no difficulty; it is general in its terms and free from ambiguity or obscurity. It prohibits the employment during the night in industrial establishments of women, without distinction of age. Taken by itself, it necessarily applies to the categories of women contemplated by the question submitted to the Court. If, therefore, Article 3 is to be interpreted in such a way as not to apply to them, it is necessary to find some valid ground for interpreting the provision otherwise than in accordance with the natural sense of the words.

Having noted that there is nothing in the provisions of the Convention which would be inconsistent with the terms of Article 3, the Court rejects certain arguments which have been put forward to show that the natural meaning of the article might be disregarded.

The first of these arguments is to the effect that the Convention in question, being a Labour Convention in the sense of the " Labour " portions of the Peace Treaties of 1919, ought to be interpreted as applicable solely to manual workers, for the reason that the chief object of the Labour portions of the said treaties was the improvement of the lot of the manual workers.

The next argument is that the circumstances in which the Convention was adopted furnish adequate grounds for restricting its application to women engaged in manual work, more especially because the Convention was merely an extension and application of the Berne Convention

of 1906, an instrument which was concerned solely with women performing manual work.

Lastly, there was the argument that the Convention does not cover women occupying posts of management, because in 1919 such cases were very few in number, and therefore were not under consideration.

The Court finds its conclusion corroborated by a comparison of the terms of the Convention in question and the Convention drawn up at Washington in 1919 and usually known as the "Eight-hour-day Convention".

B. Cases pending before the Court on December 31st, 1932.

On December 31st, 1932, the following cases were pending before the Court ¹:

1. *The case concerning the legal status of certain parts of Eastern Greenland (Denmark v. Norway).* — This case had been submitted to the Court by an application instituting proceedings, filed on July 12th, 1931, by the Danish Government. The public hearings in this case commenced on October 21st, 1932, but had not been concluded by the end of that year.

2. *The case concerning the administration of the Prince von Pless (Germany v. Poland).* — This case was submitted to the Court by an application instituting proceedings, filed on May 18th, 1932, by the German Government. On October 8th, 1932, the Polish Government raised a preliminary objection to the Court's jurisdiction in the case. The public hearings devoted to the preliminary objection were concluded on November 11th, 1932; as the examination of the case could not be concluded before the end of the year, it was postponed until January 1933.

3. *The case concerning the delimitation of the territorial waters between the island of Castellorizo and the coasts of Anatolia.* — This case was submitted to the Court on November 18th, 1931, when a special arbitration agreement concluded between Italy and Turkey was filed.

¹ An analysis of these cases will be given in a later issue of *The League from Year to Year*, when they have been decided by the Court.

4. *Two cases concerning the legal status of South Eastern Greenland* (see page 67).

5. *Two cases concerning appeals against certain judgments delivered by the Hungaro-Czechoslovak Mixed Arbitral Tribunal (Czechoslovakia v. Hungary)*. — These cases were brought before the Court by applications instituting proceedings, filed by the Czechoslovak Government on July 11th and 25th, 1932, respectively. On October 24th, 1932, the Hungarian Government raised preliminary objections to the Court's jurisdiction in these cases.

None of the cases enumerated in Nos. 3 to 5 above were ready for hearing on December 31st, 1932.

CHAPTER III

LEGAL AND CONSTITUTIONAL QUESTIONS

- I. Special Committee appointed to study the Existing System of Elections to the Council. — II. Amendment to the Covenant of the League of Nations. — III. Amendments to the Rules of Procedure of the Assembly : (a) Amendments to Articles 4 and 17 ; (b) Suppression of Article 12. — IV. Protocol of September 14th, 1929, for the Revision of the Statute of the Permanent Court of International Justice. — V. Nationality of Women. — VI. Registration of Treaties. — VII. Entry of the Turkish Republic into the League of Nations. — VIII. Entry of Iraq into the League of Nations. — IX. Notification from Mexico of her Withdrawal from the League of Nations.

I. — SPECIAL COMMITTEE APPOINTED TO STUDY THE EXISTING SYSTEM OF ELECTIONS TO THE COUNCIL.

The Assembly in 1931 invited the Council to instruct a special committee to study its existing system of elections. The Committee, constituted in January 1932, includes representatives of the following States : Argentine, Belgium, the United Kingdom, Bulgaria, Canada, Colombia, Czechoslovakia, France, Germany, Italy, Japan, Poland, Portugal, Spain and Sweden. It met at Geneva on July 4th, 1932, and invited the Governments Members of the League of Nations to place their observations before it with a view to framing its report at a later session.

II. — AMENDMENT TO THE COVENANT OF THE LEAGUE OF NATIONS.

The work undertaken with a view to bringing the Covenant of the League of Nations into harmony with the Pact of Paris was continued during 1930 and 1931, and the Assembly in 1931 decided to submit the texts previously prepared by a Special Committee or by

Committees of the Assembly to a Commission composed of representatives of all the Members of the League with a view to establishing a final draft. The Council, in January 1932, after noting this preliminary work and the resolution adopted by the Assembly, observed that there was a close connection between this question and the work of the Conference for the Reduction and Limitation of Armaments. It therefore authorised the Secretary-General to convene the Commission at a date to be fixed in agreement with the President of the Conference, the President of the Council and the Council Rapporteur. The Secretary-General, after consulting these officers, considered that the work of the Disarmament Conference had not yet reached a stage justifying the calling together of the Commission.

III. — AMENDMENTS TO THE RULES OF PROCEDURE OF THE ASSEMBLY.

(a) *Amendments to Articles 4 and 17.*

The Assembly, during its last session, examined an amendment proposed by the Norwegian Government to Articles 4 and 17 of the Rules of Procedure of the Assembly to the effect that no proposal for placing a new question on the agenda and no draft resolution, amendment or motion should be signed by more than ten Members of the League. The Norwegian Government desired by this amendment to prevent moral pressure being exercised on the Members of the Assembly owing to the fact that a proposal was endorsed by a large number of signatures.

The Assembly associated itself with the views of the Norwegian delegation, but raised to fifteen the number of signatures authorised.

(b) *Suppression of Article 12.*

The Assembly further suppressed, as of no practical value, Article 12 of the Rules of Procedure of the Assembly, under which the Secretariat was instructed to keep a list of Members present at each meeting of the Assembly.

IV. — PROTOCOL OF SEPTEMBER 14TH, 1929, FOR THE
REVISION OF THE STATUTE OF THE PERMANENT COURT
OF INTERNATIONAL JUSTICE.

The Assembly, in 1932, also examined the position in regard to the ratifications of the Protocol for the revision of the Statute of the Permanent Court of International Justice with a view to ensuring its coming into effect as soon as possible.

The Secretary-General, in the report which he submitted to the Assembly, indicated the situation regarding the ratifications of the Protocol as on September 13th, 1932. Forty States had ratified the Protocol.

Eight States whose ratification was necessary had not yet ratified it—viz., Abyssinia, Brazil, Chile, Lithuania, Panama, Peru, Uruguay and Venezuela.

The Assembly, on October 14th, adopted a resolution noting with satisfaction that the Government of Cuba had withdrawn the reservations which she had attached to her ratification, thus removing an obstacle to the coming into force of the Protocol.¹

The Assembly addressed an urgent appeal to the States which had not yet ratified the Protocol, asking them to do so as soon as possible or to state the imperative reasons which might prevent them from doing so.

It was understood that the Secretary-General, on receiving the last ratification, would intimate that the Protocol had come into force.

V. — NATIONALITY OF WOMEN.

The Assembly, in 1931, decided to consult the Governments on the question whether it was desirable to proceed to a revision of Articles 8 to 11 of the Hague Convention of April 12th, 1930, on the nationality of women.

The thirteenth Assembly noted the observations submitted by thirty-three Governments in regard to this

¹ See *The League from Year to Year*, 1930-31, page 43.

matter and in regard to the Hague Convention in general. It also considered the petitions and communications submitted to it by the Women's Organisations. It was therefore in a position to study the question of a possible revision of Articles 8, 9, 10 and 11 of the Hague Convention, having regard to the desire of the Women's Organisations that a new international conference should be convened to amend these articles, and the replies of the Governments indicating the progress achieved in certain national legislations and the attitude of the Governments towards the Hague Convention.

The Committee of the Assembly discussed several draft resolutions within the limits of the observations made by the Governments. It noted that several Governments had announced their ratification of, or forthcoming accession to, the Hague Convention. Several Governments had expressed doubts as to the desirability of convening a new conference on nationality at that time, while other Governments considered that the texts of the Hague Convention at this moment represented the maximum which the various countries could accept for incorporation into their national legislations in regard to the matter.

The thirteenth Assembly adopted a resolution noting these facts and expressing the hope that the States which had already signed the Hague Convention would take the necessary legislative steps to give effect to it. The Assembly, in the same resolution, invited the Secretary-General to collect the information furnished by the Governments and by the Women's Organisations in order that future Assemblies might usefully consider the question.

VI. — REGISTRATION OF TREATIES.

In the period between October 31st and December 31st, 1932, two hundred and eighty-seven treaties and international agreements were submitted for registration by Members of the League of Nations or communicated by other States. The nature of the treaties registered was, as usual, extremely varied : arbitration, conciliation and the pacific settlement of disputes, alcoholic liquors and

drugs, trade, navigation and Customs, consular and establishment conventions, private law, economic and financial and fiscal conventions, delimitation and frontier traffic conventions, tonnage agreements, judicial and extraditions conventions, air navigation, fisheries, treaties of peace and friendship, postal, telephonic, telegraphic and wireless conventions, social questions, labour questions, refugees, questions relating to the application of the peace treaties, health conventions, transit conventions, inland waterways and inland navigation conventions, general relations, intellectual relations.

The Secretariat further registered a large number of accessions, ratifications and denunciations of conventions previously registered at the request of Members of the League of Nations. It also registered new facts in regard to general conventions which it had already published.

VII. — ENTRY OF THE TURKISH REPUBLIC INTO THE LEAGUE OF NATIONS.

The Special Assembly, on July 6th, invited the Turkish Republic to become a Member of the League of Nations. The proposal was moved by the delegations of : Albania, Australia, Austria, the United Kingdom, Bulgaria, Colombia, Cuba, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Greece, Guatemala, Hungary, Italy, Japan, Latvia, the Netherlands, New Zealand, Panama, Persia, Poland, Roumania, Spain, Sweden, Switzerland and Yugoslavia.

The Minister for Foreign Affairs of the Turkish Republic sent the following reply to the Secretary-General on July 9th :

In reply to the invitation which you transmitted to me on behalf of the Assembly, I have the honour to inform you that the Turkish Republic is prepared to become a Member of the League of Nations and that the obligations assumed by Turkey under the treaties concluded hitherto, including those concluded with States non-members of the League of Nations, are in no way incompatible with the duties of a Member of the

League of Nations. In this connection I would point out that all the treaties signed before the admission of Turkey have been concluded in the spirit of the Pact of Paris, to which the majority of the Members of the League of Nations are also signatories.

In making this declaration it is my duty to add that Turkey is in a special position as a consequence of military obligations ensuing from the Conventions signed at Lausanne on July 24th, 1923.

Such being the case, I desire to recall the terms of the note which was signed by the representative of Belgium, France, the British Empire, Italy, Poland and Czechoslovakia on December 1st, 1925, and which was quoted by the German Government in its letter of February 8th, 1926, to the Secretary-General concerning the admission of Germany to the League of Nations. The last paragraph of that note read as follows :

“ The obligations resulting from the said article (Article 16) on the Members of the League must be understood to mean that each State Member of the League is bound to co-operate loyally and effectively in support of the Covenant and in resistance to any act of aggression to an extent which is compatible with its military situation and takes its geographical position into account. ”

On July 18th, the Assembly, on the proposal of its Bureau, unanimously voted the following resolution :

The Assembly,

Whereas the Turkish Government has accepted the Assembly's invitation to it to become a Member of the League of Nations;

And whereas it is established that the Turkish Republic fulfils the conditions laid down in Article I of the Covenant :

Declares that the Turkish Republic is admitted to membership of the League of Nations, and

Invites its representatives to take part in the proceedings of the present session of the Assembly.

The representatives of the Turkish Republic were received by the Assembly, and the President extended to them a cordial welcome.

VIII. — ENTRY OF IRAQ INTO THE LEAGUE OF NATIONS.

The Assembly, on October 3rd, 1932, decided to admit the Kingdom of Iraq into the League of Nations. ¹

Several speeches were made on this occasion welcoming Iraq into the League of Nations and emphasising the excellent results achieved by the wise application of Article 22 of the Covenant. The Chairman of the Sixth Committee recalled that Iraq, by its entry into the League, had solemnly recognised its duties towards its racial and religious minorities. The Prime Minister of Iraq, in reply, expressed the satisfaction of his Government at the admission of his country into the League.

IX. — NOTIFICATION FROM MEXICO OF HER WITHDRAWAL FROM THE LEAGUE OF NATIONS.

The Secretary-General of the League of Nations received, on December 14th, 1932, a communication from the Government of the United States of Mexico announcing, with a view to the legal consequences of paragraph 3 of Article I of the Covenant, particularly in respect of the calculation of the period contemplated in that paragraph, her withdrawal from the League of Nations.

The Mexican Government added that this did not mean that Mexico would necessarily separate herself from the League, but was merely intended to provide against a situation in which it might not be possible for Mexico to continue to form part of the League in view of the economic depression in that country.

¹ See special chapter below.

CHAPTER IV

ECONOMIC AND FINANCIAL WORK

- I. Work of the Financial Committee : 1. Financial Assistance to Certain Countries ; 2. Austria ; 3. Hungary ; 4. Bulgaria ; 5. Greece ; 6. Claims of the Bondholders of Loans ; 7. Roumania ; 8. Report on the Gold Problem. — II. Work of the Economic Committee : 1. Influence of the Economic and Financial Depression on International Trade ; 2. International Situation of Certain Branches of Production ; 3. Customs Nomenclature ; 4. Other Problems : (a) Procedure for the Friendly Settlement of Economic Disputes between States ; (b) Bribery and Unfair Commercial Practices ; (c) Marks of Origin. — III. Work of the Fiscal Committee. — IV. Relations between the League of Nations and the International Institute of Agriculture at Rome. — V. Preparation for the Monetary and Economic Conference.

The work of the Financial and Economic Organisation during 1932 was inevitably directed to questions arising out of the economic crisis. The Financial Committee, in the various countries where it had previously intervened, was confronted with delicate and complicated problems. It was, nevertheless, able to draw general conclusions from the different situations which it was called upon to consider. Measures of financial assistance were decided upon in Austria and expert co-operation contemplated between the Roumanian Government and the Financial Committee. Among the important tasks successfully accomplished by the Financial Organisation was the adoption of a final report on the gold problem.

The Economic Committee studied the effects of the crisis on international trade and continued its examination of the situation of certain branches of production. The draft scheme for a standard Customs nomenclature was completed during the year and communicated to the Governments. The first stage in the task, begun in 1929, was thus brought to a conclusion.

The most important event, however, was the convening by the Council of the League, at the request of the Conference which met at Lausanne in June and July 1932 to settle the problem of reparations, of a world monetary and economic conference.

I. — WORK OF THE FINANCIAL COMMITTEE.

1. *Financial Assistance to Certain Countries.*

The experience acquired by the Financial Committee as a result of the assistance afforded to various countries enabled it to lay down certain general considerations of special importance at a moment when the situation in Austria, Hungary, Bulgaria and Greece showed symptoms which were alarming. The Financial Committee, for example, emphasised in a report in March 1932 that, whatever mistakes were to be noted in the budgetary practice or loan policy of these countries, the difficulties with which they were confronted were more especially due to world causes which they were unable to influence to any appreciable extent.

The Committee observed that, so long as these world causes existed, it would be impossible, whatever temporary and partial alleviation might be obtained, to find for these States any final relief.

The Committee examined the successive effects of the crisis—in particular, the consequences of the decrease in wholesale prices on the relations between creditors and debtors, trade balances and the State budgets. It showed how the trade of the world was being progressively stifled. The Financial Committee considered that it was of capital importance for the creditor States to grasp the situation and to remove the barriers which they had erected to the detriment of the countries which were obliged to resort to temporary measures in order to retain control of their currency.

The Committee affirmed the urgent necessity of positive measures. It did not think that a final solution could at the moment be put forward. The immediate and urgent problem seemed to be to obtain temporary alleviation.

With a view to avoiding, if possible, an aggravation of the crisis, it recommended that Governments should consider the advisability of guaranteeing loans to be placed, subject to appropriate conditions, at the disposal of certain Governments in need of financial assistance. The granting of such aid should be conditional on the acceptance by the Governments concerned of such measures as the League might suggest for assuring a sound administration of the public finances and of the national banks. The proceeds of the loans should not in any case be used to meet ordinary budget needs.

In the opinion of the Committee, loans of this kind should only be considered as temporary measures intended to bridge an intermediate period pending general economic recovery.

The Financial Committee emphasised the necessity of promptly establishing closer economic relations in Central Europe. It drew attention to the position of Bulgaria, which was in danger of finding herself isolated if she were not included in the Central European group, and drew attention to the regrettable lack of commercial intercourse between Bulgaria and Greece.

The Financial Committee submitted certain considerations regarding the action to be taken by a country unable to meet its foreign obligations. It thought that, in a number of cases, the chances of final settlement of short-term credits depended for the lenders upon the possibility of ultimate funding operations. It pointed out that, if long-term loans were allowed to fail, there would be less likelihood of such funding operations being carried into effect.

The Financial Committee concluded as follows :

The Committee has felt compelled to recognise that temporary alleviations are in some cases needed in respect of foreign indebtedness. But it is under no illusions, and it trusts that the countries concerned will be under no illusions, as to the serious damage which will result in the future from this course. The shock to the credit and good name of the countries concerned cannot be gainsaid.

A reputation for solvency built up over a number of years of painful effort is easily lost, and only with difficulty regained;

and, however pressing may be the stress of the moment, the Committee feels that the very fact that this stress has led to a temporary default makes it all the more necessary that the countries concerned should, in their own interest, make every effort to restore, at the earliest possible moment, their reputations as good and solvent debtors and resume full transfer of their debt service. It is only by so doing that they can restore the current of their trade and secure the financial facilities on which, in an interrelated world, their economic structure has depended and is bound to depend in the future. It is only by so doing that they can justify the indulgence which they now seek and pass through the present storm with the least possible permanent damage to their economic life.

2. *Austria.*

The Financial Committee in the summer of 1931, at the request of the Austrian Government, considered the financial difficulties of Austria with a view to finding a means of remedying them. The Austrian Government, in co-operation with the Committee, had framed a programme of budgetary and currency reforms which it had undertaken to carry into effect with the assistance of a representative of the Financial Committee at Vienna, M. Rost van Tonningen.

In spite of these efforts, and in the absence of any external assistance, which the Financial Committee in March 1932 had referred to as necessary, the situation of Austria became increasingly serious in respect of its exchange operations. The Austrian Government on May 9th, 1932, informed the Council of the League of Nations and the Financial Committee that, in order to keep sufficient currency for the payment of imports which were indispensable to the population, it would be obliged shortly to suspend transfers for the service of its external debt.

The Council, as a result of this communication, decided to ask a mixed Committee of Government experts and members of the Financial Committee to consider the appeal of the Austrian Government.

The mixed Committee, under the chairmanship of M. Musy (Switzerland), began its work at the end of May and completed its task at the beginning of July. It

recognised the necessity of carrying out in Austria a general scheme of reform and affording the Government the external assistance without which it seemed impossible for the programme to be applied. It drafted a Protocol with three annexes which, on July 15th, was approved by the Council. The representative of Germany abstained.

The Protocol provides that the Governments which take part in any action in favour of Austria shall help the Austrian Government to issue a loan up to a total of three hundred million schillings either by guaranteeing such a loan or by putting the money in some other manner at the disposal of the Austrian Government. The loan will be concluded for twenty years and its services assured by the revenues attached to the loan of 1923. The Austrian Government undertakes to restore and maintain budgetary equilibrium and to carry out a policy aiming at a progressive abolition of the control exercised over exchange operations. It was understood that the Council would appoint a representative in Austria and an adviser to the National Bank of Austria with whom the Austrian Government and the Bank would co-operate in carrying out the programme of reform.

The Council approved the plan and appointed M. Rost van Tonningen as its representative in Austria. It appointed M. Frère adviser to the National Bank of Austria. The Protocol was signed by Austria, Belgium, the United Kingdom, France, Italy, the Netherlands and Switzerland. These countries undertook to participate respectively in the Austrian loan up to the following amounts :

	Million schillings
France	100
United Kingdom	100
Italy	30
Switzerland	8
Belgium	5
Netherlands	3

The Protocol of July 15th received the required number of ratifications and came into force on December 31st, 1932.

3. *Hungary.*

The Hungarian Government, in September 1931, asked the Council of the League of Nations to conduct an expert enquiry into the financial situation of the country. The Financial Committee undertook this enquiry in October of that year and submitted its conclusions in a report dealing successively with the budget, the State debt, the foreign debt, the balance of payments and the banking situation.

It noted in its observations that the considerable decrease in revenue had resulted in a disquieting deficit and a difficult treasury situation. It regarded the measures adopted by the Government as inadequate and pressed for a further reduction of expenditure. The Hungarian Government undertook to reduce expenditure in the current financial period and to balance the budget of 1932-33 at a lower figure than that of the expenditure for the period 1927-28.

Attention was also drawn to the considerable external debt of Hungary. It was observed that the trade balance had been seriously decreased owing to the reduction in the price of wheat and other Hungarian exports. Moreover, there had been an uninterrupted decrease in the trade of the country and a continual reduction in the reserves of the National Bank.

The Financial Committee, at the request of the Hungarian Government, appointed a representative in October 1931 to advise and assist the Government and to keep the Committee informed of the current situation in quarterly reports. The National Bank of Hungary, moreover, secured the services of an adviser.

At the end of December 1931, owing to the increasing impoverishment of the reserves of foreign currency of the Bank, the Hungarian Government issued a decree providing for a partial suspension for twelve months of the transfers in foreign exchange. The service of the reconstruction loan of 1924, which was at first assured, was later partially suspended on June 15th, 1932.

The Financial Committee, while appreciating the gravity of this measure, recognised that, in existing circumstances and in the absence of any improvement in the world situation, it was difficult for Hungary to find another solution. The Committee, at the end of 1932, noted that, though the financial and economic situation of Hungary had grown still worse, an effort had nevertheless been made, particularly in respect of the budget position. The Committee, subject to certain conditions, assented to a number of measures intended to ease the situation of the treasury.

The Financial Committee, in its observations on the external indebtedness of Hungary, expressed the view that the country should keep in touch with its creditors in order to seek a friendly solution of the problems raised. It added that it would have preferred the Hungarian Government not to have assumed that it had the power, by a unilateral decision, to discontinue providing national currency to meet the arrears of its public external debt. The Committee, in reference to private external debts, while recognising the complexity of the problem, also thought that, as a first step, the Government should have got into touch with the representatives of the creditors.

4. *Bulgaria.*

The effects of the general crisis were felt also in Bulgaria, giving rise to continually increasing difficulties in the administration of the budget and exchange operations. These difficulties were the subject of enquiry by a delegation of the Financial Committee which visited Sofia. The Financial Committee, in March 1932, considered an account of the work of the delegation. The delegation had directed its attention chiefly to the problem of transfers and the budgetary situation. In spite of a surplus in the trade balance, the reserves in the National Bank had appreciably weakened in 1931. Bulgaria had almost no invisible resources and could count only on her trade exports for the acquisition of foreign exchange. The principal markets, which were in Central Europe, were becoming continually less accessible. Moreover, the

service of the external public debt required a considerable monthly transfer of currency.

The Financial Committee, in view of this situation, thought that the Bulgarian Government would be justified in asking for a temporary reduction of the transfers due in respect of the public external debt and expressed the view that similar restrictions were necessary in regard to private debts. The Council, which examined these suggestions on April 15th, 1932, emphasised that the Bulgarian Government should get into touch with the bearers of the bonds, who were alone qualified to agree to any modifications in the rights which they held under the loan contracts. The Bulgarian Government had meanwhile suspended the transfer of one-half of the service of the whole of its external debt, and the trustees of the loans issued under the auspices of the League of Nations in 1926-1928, together with the companies issuing the loans, lodged a protest with the Bulgarian Government and the Council.

The Financial Committee, at the end of 1932, again examined the situation. It felt bound to point out that the deficit in the Bulgarian budget was increasing and that the Treasury was exhausted almost to the point of being completely penniless. It considered, however, that all possible efforts had not been made with a view to securing a larger return from taxation and regulating certain expenditure. The Bulgarian Government recognised on December 12th, 1932, that a close co-operation with the bodies of the League of Nations was necessary, particularly with a view to framing a programme of reform which would strengthen the control of the Ministry of Finance over all public expenditure.

The Financial Committee proposed at the same time that the Council should prolong the authorisation accorded to the Bulgarian Government to issue three hundred million supplementary treasury bonds and to authorise a further supplementary issue up to two hundred millions.

The Financial Committee further noted that the work of establishing refugees in Bulgaria had been completed : 31,057 refugee families had been installed, which meant, counting on the average four members to a family, some

125,000 persons. To these families, 107,788 hectares of land had been distributed. Half of these lands were unsuited to cultivation or had hitherto remained uncultivated. It had been necessary to improve them either by reclaiming them or cultivating them by machinery or draining them. There had been built 10,203 houses, the majority consisting of a complete farm with outhouses and stable; 6,947 families had been installed in houses left free by Greek emigrants. The other refugees had themselves constructed their houses. Large public works had been undertaken in order to facilitate the development of the settlements.

5. *Greece.*

The Financial Committee, on the invitation of the Government and Bank of Greece, and with the authority of the Council, undertook at the beginning of 1932 an enquiry into the financial situation of that country.

The enquiry showed that for the financial period 1932-33 there would be a considerable deficit, while the exchange resources of the Bank of Greece were diminishing with an increasing rapidity.

The Committee was of opinion that, in the present situation, it was impossible for the Greek Government to continue to transfer the whole of the surplus of its external debt. In these circumstances, it supported the request addressed by the Greek Government to the three Governments represented on the International Financial Commission for a suspension of transfers and of payments for the redemption of the Greek external loan. The Committee, however, limited this provision to one year. It recommended that the sums in drachmæ, earmarked for loan redemption, should continue to be paid to an open account at the Bank of Greece, on which advances might be made to the Government for the continuation of irrigation works.

The Prime Minister of Greece, however, on April 15th, 1932, informed the Council that, owing to the increasingly critical situation in respect of the resources of the Bank of Greece and in the absence of the external assistance

which he had requested, his Government was obliged to suspend provisionally, not only the redemption of its external debt, but the transfer of the sums necessary to meet the interest. The equivalent in drachmæ of the sums required to meet the interest would be provisionally paid to a blocked account with the Bank of Greece and bear interest for account of the bondholders.

The Greek Government shortly afterwards entirely suspended all transfers for account of its external debts in spite of protests of the Governments represented on the International Financial Commission. The Council was obliged on May 21st to remind the Greek Government of the necessity of making every possible effort to fulfil its engagements, emphasising "that failure to have due regard to their international financial obligations on the part of those countries which had benefited from loans issued under the auspices of the League must have the gravest consequences, not only on the credit of such countries, but also on the ability of the League to render collective assistance in the future".

At the end of 1932, the Financial Committee was again obliged to note that the financial and monetary situation of Greece was giving rise to most serious anxiety.

6. Claims of the Bondholders of Loans.

The failure of various countries to fulfil their obligations and, in particular, those contracted in respect of the service of loans issued under the auspices of the League of Nations, gave rise during 1932 to interventions on the part of bondholders. The Council, on October 3rd, was asked by the Government of the United Kingdom to consider a memorandum of the Committee dealing with loans issued under the auspices of the League of Nations, constituted in London (League Loans Committee).

The Committee, in this memorandum, drew attention to certain considerations which were of importance owing to the special character of these loans and the purpose for which they had been issued. It was observed that the loans had contributed to the reconstruction of Europe after the war and that their principal object had been to furnish the borrowers with the necessary resources to ensure

their economic and monetary stability. But for the issue of these loans, the service of previous loans could in many cases hardly have been resumed, nor would subsequent lenders have invested funds as they did in the countries concerned. It further emphasised that the investing public had in every case received in the most explicit terms the assurance that the highest security had been provided and that all possible steps had been taken under League supervision to protect this security.

The Committee nevertheless pointed out that the service of several loans issued under the auspices of the League was no longer being maintained by the debtors. Such defaults dealt a severe blow to the prestige of the League's policy of reconstruction and had seriously shaken the confidence of the investing public in the League loans. It therefore requested the Council to consider the question and to apply forthwith such remedies as it had at its command in order to restore confidence and to continue the beneficent work of reconstruction on which it had been engaged.

The Council on October 7th adopted a resolution which contained the following paragraphs :

The Council,

Recalling the circumstances in which these loans were issued and the fact that the approval and support of the Council were essential for their issue;

Realises the special responsibility which lies upon it in connection with these loans and reaffirms the very grave concern with which it views the continued failure of certain States to meet their obligations thereunder;

Has noted the statements issued by the Hungarian Government on August 4th regarding the service of the Hungarian Loan of 1924 and by the Austrian Government on August 25th regarding the service of the Austrian foreign loans;

Is glad to observe that, in accordance with its recommendations, the Bulgarian and Greek Governments have, in order to avoid unilateral default, got in contact with bondholders' representatives, as a result of which proposals for provisional arrangements have been recommended to the bondholders;

Trusts that every effort will be made by all these States to resume payment in full, at as early a date as possible, of the obligations which they have subscribed;

Requests the Financial Committee to give particular attention to the League's responsibilities in this connection, and to advise whether any further action can be taken at the present time;

Declares its opinion that any country which is in default on a loan issued under the auspices of the League should avail itself fully of the technical help of the League advisers and should keep the Council fully informed of the position through its Financial Committee.

7. Roumania.

The Government of Roumania on June 18th, 1932, expressed a desire to obtain technical assistance from the League of Nations with a view to executing plans of financial reform and economic reconstruction. This request was duly considered and a delegation of the Financial Committee visited Roumania in order to enable the Council to examine the form which the proposed co-operation might take and to study the existing budget situation and a number of urgent financial problems. An agreement was successfully reached after a discussion between the Financial Committee and representatives of the Roumanian Government. This agreement was embodied in a Protocol for submission to the Council in January 1933.

8. Report on the Gold Problem.

An important event in connection with the work of the Financial Committee was the publication in June 1932 of the final report of the Gold Delegation.

The Delegation was appointed in 1929 by the Financial Committee. It had already published two provisional reports and a selection of documents. The final report was signed by all the members of the Delegation who participated in the final discussions.

The report is in two parts. The first is concerned with the recent breakdown of the gold standard and with the measures that should be taken to restore it. The Delegation recommends a return to the gold standard, affirming

that, at the present stage of world economic development, the gold standard remains the best available monetary mechanism.

The Delegation goes on to say that it is impressed by the practical difficulties and dangers of regulating currencies which are not on a common world basis, and by the very great desirability of an agreement upon an internationally accepted standard in order to facilitate the free flow of world trade. Whatever the theoretical advantages that may be urged in favour of other monetary systems, their universal adoption presents very grave, if not insuperable, practical difficulties at the present time. The Delegation is, moreover, of the opinion that, granted the general acceptance of certain guiding principles, the gold standard is capable of functioning in such a way as to achieve most of the advantages of stability and justice claimed for alternative standards more broadly based on commodities other than gold.

Recognising that the time and manner of restoration of the gold standard can be determined only by the competent authorities in the countries concerned, the Delegation lays down certain conditions that are necessary before any such restoration can be expected. There are four main recommendations involving international agreement and action.

The first is the restoration of a reasonable degree of freedom in the movement of goods and services. The second is a satisfactory solution of the problem of reparation payments and war debts; the third, the gradual and cautious resumption of international credit and capital movements; and the fourth, agreement concerning certain guiding principles in respect of the working of the gold-standard system.

In addition to these measures involving international action, it is considered essential that in each country the budgets of the State and other public bodies should be balanced on sound principles, and that the national economic system as a whole, and especially costs of production and costs of living, should be adjusted to the international economic and financial position, so as to enable the country to restore or to maintain the equilibrium of its balance of international payments.

The second part of the report is concerned with the working of the gold standard and the desirability of avoiding violent fluctuations in the purchasing power of gold. The analysis is introduced by a definition of purchasing power and a discussion of the index-numbers available for its measurement. In succeeding chapters, the supply of monetary gold is discussed in connection with the secular or long-term trend of prices.

The Delegation records its opinion that the world's total stock of monetary gold, apart from any considerations as to its distribution among different countries, has at all times in recent years been adequate to support the credit structure legitimately required by world trade, and that the rapid decline in prices, which began in 1929, cannot be attributed to any deficiency in the gold supply considered in this sense.

Valuable statistics are given of the total supply of monetary gold in the world, of the amount of new production, of the gold tempted from hoards in the Far East, and the amount of hoarding in Europe, which in the latter half of 1931 is estimated at four hundred million dollars.

Further statistics show the sharp accentuation of the problem created by the uneven distribution of central bank reserves, which is regarded as being caused by disequilibrium in the balance of payments of certain countries.

After considering the effects of violent fluctuations in the purchasing power of gold, the Delegation considers the suggestion that action should be taken to raise the present price-level. It regards such a rise of prices as desirable, but does not look to monetary policy alone to adjust the price-level, which is influenced by many factors of a non-monetary character.

The important statement follows that, where credit contraction for one reason or another has been carried to extremes, it is proper and, indeed, imperative for the central bank to take such action as may be within its power to check excessive contraction and in some cases to take the initiative in encouraging a freer use of credit.

But the Delegation concludes that, until there is some clearing of the atmosphere of international distrust and a modification of the obstructions of international trade,

it will be difficult to restore prices and standards of living to more satisfactory levels.

Concerning the possibilities of price stabilisation in the future, the Delegation expresses the view that it is not possible to avoid all oscillations in the general level of prices and that such relative stability as it is possible (and very desirable) to achieve cannot be secured by monetary policy alone. The maintenance of a flexible but relatively stable price-level can be achieved only by the most carefully planned and close co-operation between central banks. The Delegation rejects the possibility of stabilisation policies based upon an index-number of wholesale commodity prices; but considers that action taken in international consultation and co-operation and based upon a joint act of judgment in regard to all those indices which reflect business activity might, in fact, have the result of keeping wholesale prices steady.

Among the recommendations of the Delegation, there is one to the effect that the present reserve ratios by which most central banks are now bound should be reduced and the gold exchange standard system revived in a modified form.

The main dissenting note, signed by the Chairman of the Delegation (M. Albert Janssen), Sir Reginald Mant and Sir Henry Strakosch, dissents entirely from the analysis in the main report of the causes leading to the abandonment of the gold standard. The dominant cause of the breakdown, in their view, is the maldistribution of monetary gold reserves which began in the early part of 1929.

In regard to monetary policy in the future, the members in question make it clear that, in their view, the prime objective of monetary policy should be stability in the general level of wholesale commodity prices. They differ from the majority of their colleagues in their much stronger belief that it is both theoretically and practically possible to restore gold prices to a suitable level and to maintain them stable at that level.

As far as practical remedies are concerned, of those proposed in the note of dissent, the first two are practically identical with the recommendations of the report—viz.,

an early settlement of the question of war debts and reparations, and the removal, as far as possible, of restraints on international trade. There is, however, a divergence of views in the later recommendations, for the dissenting note urges a concerted attempt by the principal gold-standard countries to restore wholesale commodity prices, as measured in gold, to the level prevailing in 1928, together with a similar attempt by the paper-standard countries, under the leadership of sterling, to stabilise their internal price-levels.

Professor Cassel, who was not able to be present at the final meetings and did not sign the report, has written a separate note of dissent; short reservations are appended also on special points by certain members.

The Financial Committee, during its session of June 1932, declared itself in general agreement with the constructive economic and financial proposals contained in the report.

II. — WORK OF THE ECONOMIC COMMITTEE.

The work of the Economic Committee included a study of the effects of the economic and financial crisis on international trade, to which the Committee devoted a large number of its sessions in October 1931 and in January and June 1932.

The Economic Committee, moreover, continued or began an examination into the international position of certain branches of production : coal, timber, hops and automobiles. It dealt with such questions, as the procedure for the friendly settlement between States of economic disputes, bribery and unfair commercial practices, the problem of marks of origin. Finally, it noted the completion of work undertaken with a view to establishing a standard Customs nomenclature which might render possible the unification of Customs nomenclature.

I. *Influence of the Economic and Financial Depression on International Trade.*

The Economic Committee in its report to the Council devotes special attention to measures taken by States

to safeguard and defend their international trade with a view to meeting present difficulties.

It expressed the opinion that the general result of these measures has almost inevitably been to prolong and seriously to aggravate the crisis. The Committee pointed out that, in dealing with the complicated problems that had arisen between creditor and debtor countries, only two methods were available—action in the sphere of financial obligations towards foreign countries (debts) or measures designed to influence foreign trade (imports and exports). Though the economic crisis was largely due to the charges resulting from debts, particularly private debts, the countries affected were turning their attention almost exclusively to measures intended to influence foreign trade. The different States were still endeavouring, by regulating foreign exchanges, to protect their national currency and credit, and still make efforts to protect national production against the import of cheap goods. The debtor countries were bound to restrict their imports and to increase their exports. The creditor countries found that their credits and their exports were alike endangered by these proceedings and were driven to take counter restrictive measures. The resulting situation was a paradox : the creditor countries, soundest financially, should, on financial grounds, encourage exports from the debtor countries, since the debtor countries could only find the means necessary to meet their obligations by increasing their trade. Nevertheless, the creditor countries were setting up barriers against foreign imports and thus depriving the debtors of the capacity to pay.

The Economic Committee, in these circumstances, realising that the financial interests of the different countries are often utterly at variance with their economic interests, finds itself unable to put forward any useful suggestions for trade policy until there has been a settlement of international financial obligations. It points out that a continuation of the present conditions must inevitably place the creditor countries in a serious dilemma. Either they must lower barriers to imports from debtor countries or expect to see the prospects of recovering their debts correspondingly reduced.

The Economic Committee also examined the effects of the economic crisis and of the present financial difficulties upon international trade. It noted that the total value of the foreign trade of the forty-five principal countries of the world had decreased by 41.5 per cent in respect of imports and by 43.1 per cent in respect of exports between the years 1929 and 1931. The decrease was still more considerable if the total trade figures for the first months of the years 1929 and 1932 were compared.

The value of international trade was, therefore, at that moment only one-half, or less than one-half, what it had been in the first quarter of 1929. During the same period, the number of totally unemployed persons had been more than doubled, and some 20 to 25 million persons were out of work. There was not a single country in the world which had not applied every means in its power to safeguard its national economy. Direct and indirect measures of defence and restriction had been multiplied indefinitely, and new measures were being invented daily. The effect of these measures was a progressive strangulation of international trade, and it was becoming increasingly more obvious that the individual action of States, necessarily limited to defence, and inevitably provoking counter measures by other States, could only aggravate the situation. Measures taken to defend the balance of payments, legitimate from the point of view of an individual country, were not really effective and could only be applied at the cost of economic depression and a lowering of the standard of living, while a reduction of imports by means of increased duties, surtaxes, prohibitions, quotas and restrictions on foreign exchange was inevitably accompanied by a constriction of exports.

Commercial treaties between States, which ensured a reasonable measure of security and stability in commercial relations, were becoming increasingly rare, since Governments, in order to meet critical situations, desired to be in a position to resume their freedom of action at any moment. Recent agreements, moreover, tended to be based on reciprocity, where formerly they had been based on the principle of the most-favoured-nation clause, and, even where commercial treaties existed, the guarantees which

they contained were often rendered illusory, as a result of unforeseen measures introduced by Governments to meet a crisis. Commercial treaties were of little use if their provisions might at any moment be effectively annulled by the imposition of an exchange surtax, the introduction of prohibitions, or quotas and restrictions placed on the acquisition of foreign exchange.

Clearly, however, it was difficult for any country to put an end independently to such measures. In particular, certain States could only abandon a control of exchange transactions if their principal customers decided upon a similar policy. Some of the difficulties resulting from such measures of restriction might, however, be avoided if, before applying them, the Governments carefully considered the consequences and took into account the effects which they might have in respect of third parties. It was desirable that, wherever possible, preliminary consultations between the countries concerned should take place. The system of quotas, moreover, should be applied only in moderation and with due regard to the interests of other countries, their sole purpose being to avoid an abnormal increase in exports. The quota system should in any case be regarded as a purely temporary expedient. Finally, countries which did not feel able in present circumstances to abandon their system of restrictions should endeavour to avoid aggravating the situation by adding new measures to those already introduced.

The Economic Committee expressed its conviction that the system of the most-favoured-nation clause should be normal and that its disappearance would lead to confusion and incalculable difficulties. It suggested that, in present circumstances, the best way of saving the system might be for the parties concerned to agree to such exceptions as appeared essential for the solution of particular difficulties, such exceptions being in all cases submitted for the assent of third parties in a concrete and specific form.

The Committee emphasised in conclusion that it was now generally admitted, even by those who were responsible for applying the system of restrictions in their respective countries, that only concerted action between States could effect any real improvement in international trade.

2. *International Situation in Certain Branches of Production.*

The Economic Committee, continuing the enquiry begun in 1929 into the problem of *coal*, organised a consultation of experts (representatives of Governments, mineowners, workers and consumers). The experts of the producing countries were unanimous in recognising the advantages of an international agreement concluded to remedy as soon as possible the chaos prevailing in the distribution of coal. Everyone recognised that it was in the interests of all producers to combine efforts for the purpose of regulating competition between them and thus help to attenuate the effects of the present crisis. National organisation seemed, however, to be a preliminary condition of international organisation. In 1929, the absence of such national organisation in various countries, particularly in the United Kingdom, had proved to be an obstacle to any international agreement. The consultation made it clear that the essential national arrangements existed and that this previous condition was, therefore, satisfied.

Though, however, the experts of the producing countries were thus agreed in thinking that an international agreement would be an advantage, certain considerations were also submitted on behalf of the consumers. It was urged that an international agreement with a view to a decrease in production and a consequent increase in prices involved undesirable consequences. The reduction of mining operations would increase unemployment; an increase in prices would lead to a larger use of other sources of energy and would thus bring about a further restriction in the consumption of coal. The prejudice to the consumers of coal might be considerable, since any increase in price would have an immediate effect on the cost price of essential products, such as cast-iron. For that reason, in the opinion of the consuming countries, it was desirable that the general lines of the agreement between producers should previously be submitted for consideration to consumers.

The experts representing the producers did not think that these apprehensions were justified. They insisted on the considerable advantage of securing stability in the

price of coal from the point of view of the consumers and emphasised that any increase in the price would find its natural limits in the interests of the vendors, who would necessarily take special care not to decrease consumption.

Moreover, economic factors would not fail to prevent abuses, and the consultations held under the auspices of the League of Nations, in which consuming States were represented along with the producing States, afforded a certain guarantee.

The Economic Committee, concluding its enquiry, noted that the aggravation of the crisis and the progress made in national organisation made it more than ever urgent and necessary that there should be an effective international agreement concerning coal. Its report was, by a decision of the Council of the League, communicated to the Governments, whose attention was drawn to the importance of the movement towards the establishment of an agreement. The Council, on that occasion, reminded the Governments of the principle laid down by the Economic Conference in 1927 and confirmed by all the succeeding work of the Economic Organisation, regarding the publicity to be given to important international agreements.

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The Economic Committee, in April 1932, held a consultation of experts with a view to a study of the question of the *timber* trade and industry. The experts were of opinion that a regulation of the exports of timber might contribute to improve the market, and the representatives of the countries principally concerned accordingly decided to organise in Vienna, on the basis of the principles established at Geneva, an international conference on timber, to which all the countries concerned were invited.

The Economic Committee, though it did not feel able in the circumstances to contemplate an international convention providing for a reduction in the cutting of timber, addressed to the Governments an urgent recommendation to neglect no measures which might help to put an end to the unreasonable exploitation of the timber supplies of the world.

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In February 1932, the experts in *hops* were consulted. They expressed the opinion that the producing countries should endeavour to follow the development of the cultivation of hops with a view, if necessary, to its regulation. The constitution of an international hops bureau, on the basis of an organisation already existing (the Hops Bureau of Central Europe) seemed to the experts to afford an opportunity of securing, on an international scale, a closer contact between the producers of hops in the countries concerned.

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In May 1932 there was a consultation of *automobile* experts. The crisis in the automobile industry was considered, and a whole series of problems raised. These latter were referred for study to the Permanent International Bureau of Automobile Manufacturers, whose headquarters are at Paris.

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The Economic Committee, moreover, consulted members of its Sub-Committee of Agricultural Experts on the desirability of calling a further meeting for the study of *agricultural problems*. The majority of the experts were of opinion that a meeting of agricultural experts with a general agenda was not, in present circumstances, likely to lead to any useful results.

3. *Customs Nomenclature.*

The framing of a draft Customs nomenclature, which a special Sub-Committee began to draft in 1929, was completed during 1932. The draft has been communicated to the Governments with the notes and commentaries accompanying it, and the Governments have been asked to submit their observations.



This undertaking dates back to the International Economic Conference of 1927. The object of the scheme was to introduce order, clearness and, more especially, simplicity and uniformity into Customs tariff nomenclature.

The wide difference existing between the various Customs tariff nomenclatures is due in part to the varying economic structure of the countries concerned, which, naturally, is reflected in their tariffs, and in part to the varying formal and systematic criteria in accordance with which the goods are divided into categories and items. The classifications adopted in the present Customs tariffs only rarely coincide; the definitions applied to the goods themselves are often different; the reading of tariffs constantly gives rise to misunderstanding and uncertainty, and their application involves disputes between the Customs and traders.

Under the draft Customs nomenclature framed by the Sub-Committee of Experts, goods are distributed among 86 chapters and grouped in 21 sections. For the distribution of goods within the chapters, account is taken separately and jointly of the origin, process of manufacture, degree of workmanship and economic importance of the goods. In some cases, the experts have even taken into consideration the kind of packing used (for instance, in the subdivision for preserved vegetables, meat, fish, etc.) and, exceptionally, destination : thus the chapter devoted to fertilisers includes products which might also serve for other purposes, but which would principally or normally be used as fertilisers.

The draft nomenclature contains main or basic items, secondary items and sometimes tertiary or quaternary items. The Sub-Committee was of opinion that only the main items should be compulsory and that the others should be optional, with the reservation that States desiring to subdivide the main or basic items should be required to accept the subdivisions provided in the draft.

The system thus contemplated would leave countries free to establish a tariff suited to their own economic and fiscal requirements. The adjustment of the draft to the special needs of the various countries, effected by expanding or contracting the special items, would in no way alter the structure of the standard nomenclature. Goods

would everywhere be classified according to the same principles, the contents of each item would always be defined in a precise and identical manner, and the same terms be used everywhere for the same products. The unification of Customs nomenclature will, in fact, mean the unification of Customs terminology, thus removing any grounds for uncertainty and ambiguity in the interpretation of tariffs.

The Secretary-General, in communicating the draft Customs nomenclature to the Governments, drew attention to the procedure proposed for the entry into force of a standard nomenclature. There would be consultation between the industrial and commercial circles concerned, following which each Government would publish the observations made and considered worthy of attention. The observations so collected would be examined by the Committee of Experts, which would, if necessary, revise the draft nomenclature in order to render it acceptable to all States.

The Governments were asked to forward their observations on the draft nomenclature before July 1st, 1933.

4. *Other Problems.*

(a) *Procedure for the Friendly Settlement of Economic Disputes between States.*

In accordance with the proposal of the French delegation to the Conference with a View to Concerted Economic Action, to the effect that a permanent organ for conciliation and arbitration should be set up for the settlement of all disputes of an economic nature which may arise between States, the Economic Committee prepared and submitted to the Council in January 1932 a report in which, after briefly describing the present situation existing under the system of bilateral and international agreements, the Committee declares that it is, nevertheless, desirable to provide States with the possibility of resorting, if they so desire for the settlement of their economic disputes, to a procedure which, while it would not affect the rights and obligations arising under international agreements, should be lasting, rapid and simple to the desired degree.

For this purpose, the Committee suggested the appointment by the Council of a body of experts from among whom the parties could freely, at any time, select persons to whom they would entrust the settlement of their economic disputes either by arbitration or by conciliation.

In a resolution, supported by very full documents, the Council adopted the report of the Committee and, in September 1932, it appointed fourteen experts in accordance with the recommendations of the report.

(b) *Bribery and Unfair Commercial Practices.*

The Council also adopted a report of the Economic Committee containing the result of the enquiries which it had conducted into the possibility of eliminating unfair commercial practices and resort to bribery as a means of competition. The Committee insisted on the need of further improvements in the existing legislations on the subject and on the necessity of securing the co-operation of commercial and industrial circles in the education of public opinion if the campaign against bribery was to become really effective.

(c) *Marks of Origin.*

A report of the Economic Committee on the question of marks of origin was sent to the Governments with a request for their observations. The report contained a proposal to the effect that three or four letters, to be recognised as representing the name of the country of origin, should be affixed in cases where such indications were required by the national legislations on foreign markets.

III. — WORK OF THE FISCAL COMMITTEE.

The Fiscal Committee did not meet in 1932, but progress has been made with certain of its tasks. In particular, the enquiry into the system of income tax and methods of assessing income for taxation, at first effected in Germany, Spain, the United States of America, France

and the United Kingdom, has been extended to other European and non-European countries. The Rockefeller Foundation has accorded a grant of 450,000 Swiss francs for this enquiry

IV. — RELATIONS BETWEEN THE LEAGUE OF NATIONS AND THE INTERNATIONAL INSTITUTE OF AGRICULTURE AT ROME.

The Council, at its meeting on October 3rd, 1932, determined the conditions which will in future govern the relations of the League of Nations and the International Institute of Agriculture at Rome.

The Council considered that, since the Institute was the body best qualified to advise the League on agricultural matters, it would be well for the League to ensure its co-operation whenever called upon to deal with questions either directly or indirectly connected with agriculture.

Similarly, the Council was of opinion that, whenever the Institute should contemplate collective action likely to affect international relations, such action should be brought into line with that of the League.

V. — PREPARATION FOR THE MONETARY AND ECONOMIC CONFERENCE.

The Council on May 21st, 1932, in view of a resolution adopted by the International Labour Conference, decided to submit to the Assembly the question of the convocation of a world conference to examine problems of production and international trade with a view to framing international conventions calculated to ensure a revival of economic activity.

The Conference of Lausanne on July 9th, in one of its final resolutions, invited the League of Nations to convene a monetary and economic conference to consider what steps should be taken to remedy the economic and financial difficulties from which the world was suffering. Among

the questions which were recommended for special consideration were the following :

(a) *Financial Questions* : Monetary and credit policy; exchange difficulties; the level of prices; the movement of capital.

(b) *Economic Questions* : Improved conditions of production and trade interchanges, with particular attention to tariff policy; prohibitions and restrictions of importation and exportation, quotas and other barriers to trade; producers' agreements.

The resolution of Lausanne provided that the preliminary examination of these questions should be entrusted to experts. The Governments of Germany, Belgium, the United Kingdom, France, Italy, Japan and the United States were asked each to appoint two experts, one for economic and one for financial questions. Six experts, three being financial experts and three being economic experts, were to be chosen by the Council of the League of Nations and two financial experts by the Governing Body of the Bank for International Settlements.

The Council of the League of Nations on July 15th decided, in conformity with the wishes thus expressed, to convene a monetary and economic conference. It instructed a Committee to take such decisions of a practical character as might be necessary in connection with the convocation of the Conference. It was decided that the Committee should include representatives of Germany, the United Kingdom, France, Italy, Japan and Norway. Sir John Simon (United Kingdom) was appointed Chairman. The Committee, having been authorised to invite other Powers to participate in its work, later invited the representatives of Belgium and the United States of America to attend.

The Council endorsed the decision taken by the Conference of Lausanne to entrust a committee of experts with the preliminary examination of the questions raised and invited that Committee to prepare an annotated draft agenda for the Conference.

The Committee of the Council on October 3rd, after taking the steps necessary for the constitution of the Preparatory Committee of Experts, decided that the Conference should meet in London and that, in addition to the States

Members of the League and the United States, which were already represented on the Preparatory Committee, the following States should be invited to participate in the Conference : Afghanistan, Saudite Arabia, Brazil, Costa Rica, the Free City of Danzig, Egypt, Ecuador, Iceland and the Union of Soviet Socialist Republics.

The Preparatory Commission held a first session from October 31st to November 9th under the chairmanship of M. Trip (Netherlands). There was a preliminary exchange of views for the purpose of defining the problems to be dealt with by the Conference and considering the means whereby these problems might be solved upon an international basis.

CHAPTER V

COMMUNICATIONS AND TRANSIT ORGANISATION

- I. Fourth General Conference on Communications and Transit. — II. Negotiable Document for the International Transport of Goods by Rail. — III. Public Works. — IV. Air Transport Co-operation. — V. Jurisdiction of the European Commission of the Danube. — VI. Co-operation between the Organisation for Communications and Transit and the Chinese Government. — VII. Wireless Station of the League of Nations.

The Organisation for Communications and Transit has effectively continued its work during the past year. This work includes, in particular, work upon the simplification of the calendar, a negotiable document for the international transport of goods by rail, air transport co-operation, the unification of transport statistics, steps to be taken in the event of a serious interruption in communications used for international transit, public works and national technical equipment, etc.

Moreover, the Organisation for Communications and Transit has afforded assistance to the Chinese Government. Experts have been sent to the spot in order to advise the National Government on various important technical problems, and engineers have been despatched in order to co-operate in preparing and directing public works.

I. — FOURTH GENERAL CONFERENCE ON COMMUNICATIONS AND TRANSIT.

The fourth General Conference on Communications and Transit, in conformity with the Statutes of the Organisation, met at Geneva from October 12th to 24th, 1931. Forty-three States were represented, among them the United

States of America and Egypt, which are not Members of the League of Nations, and Turkey, which at that date had not been admitted.

Numerous international organisations also participated.

The Conference, approving the work done by the Committee on Communications and Transit since 1927, voted two resolutions inviting the Committee to continue its enquiries into the possibility of establishing a negotiable document for the international transport of goods by rail over certain lines and to study, in co-operation with the Governments concerned, measures calculated to remedy the impediments to maritime navigation to which the attention of the Committee had been drawn or might be drawn at a later stage.

(a) *Interruption of International Transit Routes.*

The Conference adopted a recommendation on the steps to be taken in the event of a serious interruption of international transit routes. It urged all States, of which the means of transport could be of help in establishing traffic temporarily in place of the interrupted traffic, to co-operate, each in its own territory, in the establishment of such temporary traffic.

(b) *Reform and Simplification of the Calendar.*

The Conference, moreover, dealt with the question of the reform of the calendar. It examined the desirability, from an economic and social standpoint, of stabilising movable feasts and simplifying the Gregorian calendar. The question had been previously studied by a Preparatory Committee and by a large number of national committees in the different countries.

The Conference adopted an Act embodying a declaration on the part of signatories to the effect that they considered that the common good called for a stabilisation of movable feasts.

The majority of the Governments which took part in the Conference pronounced in favour of fixing the date

of Easter on the Sunday following the second Saturday in April. The Council was asked to bring this communication to the notice of the religious authorities and to inform the Governments before April 30th, 1933, of the views expressed by them on this communication and of the action which they proposed to take upon it.

As to the simplification of the Gregorian calendar, nearly all the delegations were of opinion that the present was not a favourable time for making any change. The Conference did not think it desirable to express any opinion on the principle of the reform, but considered that the efforts made up to the present had not been in vain. For the first time, public opinion had been in a position to discuss the advantages and drawbacks of simplifying the Gregorian calendar and to consider the problem as a whole. The Conference requested the Committee for Communications and Transit to continue its efforts with a view to enlightening public opinion on the advantages or disadvantages of calendar reform.

II. — NEGOTIABLE DOCUMENT FOR THE INTERNATIONAL TRANSPORT OF GOODS BY RAIL.

The Conference on Communications and Transit, having recognised the importance from the economic and social point of view of establishing a negotiable document covering the international transport of certain goods by rail over certain railway lines, instructed the Committee for Communications and Transit to continue the study of the problem.

A special Committee met at Geneva from November 16th to 18th, 1931, to consider concrete proposals submitted by the International Chamber of Commerce and the International Railway Union.

Without examining in detail the changes which it might be necessary to make in the Berne Convention, the Committee confined itself to proposing certain general rules, on the understanding that, before these rules were put into force, certain indispensable technical regulations would have to be framed. The Council thereupon drew the attention of the Governments to the importance of

the question, particularly in respect of classes of transport subject to the provisions of the international Convention concerning the transport of goods by rail. It requested the Governments to consider the proposals put forward in the most favourable spirit and to take the necessary steps to enable the next Conference for the revision of the Berne Convention to deal with the matter and to find an adequate solution.

III. — PUBLIC WORKS.

In execution of a resolution adopted by the Assembly in 1931, the Organisation for Communications and Transit instructed its Committee on Public Works and National Technical Equipment to examine any concrete proposals which the Governments might submit for the execution of large-scale public works to be undertaken by public or private bodies in European or extra-European countries.

The Committee first prepared a circular in which Governments were invited to send to the Secretary-General the schemes for public works contemplated by them, the execution of which might help to mitigate the present economic crisis, reduce unemployment and contribute to the development of their national technical equipment.

As a result of this circular, several Governments forwarded schemes to the Organisation for Communications and Transit.

The Committee, before expressing an opinion on these schemes, felt that it should determine the criteria to be applied. It considered that the plans submitted to it should be examined from a threefold point of view, having regard to their value as a remedy for unemployment, their productivity and their international interest.

The Committee, during its two sessions held in March and September, examined a certain number of schemes submitted by the Governments. Remaining within the limits of its competence, it abstained from studying possibilities and methods of financing the schemes. It considered them in their economic and technical aspects and

confined itself to furnishing information in certain cases which might later be used when the schemes came to be studied from a financial point of view.

The following schemes have been retained for consideration by the Committee :

Regularisation of the Rawka; completion of the Government water-conduit system in Upper Silesia; reconstruction of the Royal Canal (in the Easlein Poland), already in progress of execution; drinking-water supply and drainage of the towns of Lowicz, Rzeszow and Lomza; drinking-water supply of the town of Lodz; extension of the drinking-water supply of the towns of Warsaw, Poznan, Cracow, Lwow, Tarnow, Bydgoszcz and Katowice; programme of development of the long-distance telephone cable system; extension of the Warsaw water-supply and sewerage system; programme of electrification works for Poland; supply of gas to the Polish coalfields. (Submitted by the Polish Government.)

Creation of a highway running parallel with the Hungaro-Roumanian frontier as far as the Austrian frontier (in the direction of Munich), towards the Greek frontier (in the direction of Salonika), passing through Ljubljana, Zagreb, Belgrade, Nis, Skoplje, Djvedjalia, with branch routes linking up with the capitals of neighbouring countries; improvement of the port of Belgrade. (Submitted by the Yugoslav Government.)

Programme of drainage and river correction in the Kara-Boaze and Messemvria and Mandra-Yakezli districts. (Submitted by the Bulgarian Government.)

Programme for the reconstruction of roads. (Submitted by the Austrian Government.)

Programme for the reconstruction of national roads. (Submitted by the Hungarian Government.)

The Committee also retained certain other schemes submitted by the Polish and Yugoslav Governments, subject to certain reservations, and asked for supplementary information on the following schemes :

Part of a programme of road and bridge construction and a programme of drainage in the Vidine and Provadia plains. (Submitted by the Bulgarian Government.)

A programme for the construction of railways. (Submitted by the Roumanian Government.)

A plan for the construction of railways. (Submitted by the Hungarian Government.)

The Council, in view of the fact that international action in the field of large-scale public works had from the outset been regarded as forming part of the general work of economic reconstruction, requested the Secretary-General to forward to the Committee of Experts entrusted with the preparation of the Economic and Monetary Conference the results of the work of the Committee on Public Works, with a view to the placing of this question, if necessary, on the agenda of the Conference.

IV. — AIR TRANSPORT-CO-OPERATION.

The Air Commission of the Disarmament Conference, which studied, among other things, the internationalisation of civil aviation and measures to prevent the signatory States from using civil aviation for military purposes, desired to be informed of the position with regard to the work of the Air Transport Co-operation Committee. The Committee accordingly met from May 9th to 12th, 1932.

Among the questions examined by the Committee was the establishment of a principal network of permanent air routes, regulations governing the admission of foreign companies making use of regular international transport lines, progress of international co-operation in the exploitation of air-navigation lines and certain local and administrative questions relating to the development of international co-operation in air navigation.

The Committee observed that progress towards a less rigorous exercise of sovereign rights and in the direction of international co-operation would be facilitated by a modification in the character of aircraft which, hitherto, had been regarded as strictly national, and by a less frequent use of the practice of granting subsidies to air-transport companies, a practice which, owing to the intervention of the State, conferred upon them a political character. The Committee expressed the opinion that the best means of ensuring a more effective international co-operation in the working of air-navigation lines would be the conclusion between the countries concerned of bilateral or plurilateral agreements.

V. — JURISDICTION OF THE EUROPEAN COMMISSION
OF THE DANUBE.

In 1929 negotiations under the auspices of the Committee for Communications and Transit, with the assistance of a special Committee appointed to settle the difficulties which had arisen between the United Kingdom, France, Italy and Roumania regarding the jurisdiction of the European Commission of the Danube, resulted in the establishment of a Convention initialled by the delegates of these States to the European Commission of the Danube.

The final conclusion and putting into force of the Convention had been reserved pending the establishment of rules for the organisation of tribunals and of a court of navigation. Such was the position when, in March 1932, the delegates of the European Commission of the Danube sitting on the special Committee intimated that, in view of present economic conditions and, particularly, of the financial situation of the European Commission of the Danube and of Roumania, a modification of the judicial organisation did not seem desirable. They added that the necessity of putting the new Convention into force seemed all the less urgent as they were on the point of adopting a *modus vivendi* which would provide a temporary solution of the difficulty which had given rise to the appeal which had been made to the good offices of the League of Nations. The Committee for Communications and Transit, in these circumstances, decided to suspend the work of the special Committee until it had received notification of the conclusion of the *modus vivendi*.

VI. — COLLABORATION BETWEEN THE CHINESE NATIONAL
GOVERNMENT AND THE ORGANISATION FOR COMMUNI-
CATIONS AND TRANSIT.

The Committee for Communications and Transit in 1931 authorised its Chairman to appoint experts to advise the Chinese Government on a proposal to regularise the Hwai river and on various other schemes contemplated by the River Commission of North China. The experts

were also to advise the Chinese Government on various technical problems connected with a scheme for the extension of the port of Greater Shanghai. The experts made a study of these schemes on the spot and returned to Europe, where they prepared a detailed report on their mission. The Chairman of the Committee for Communications and Transit, moreover, appointed two engineers to co-operate with the Chinese National Government in various studies for the construction of roads and the establishment of a national service of civil engineers. The two engineers entrusted with this mission, representing the Organisation for Communications and Transit in relation to the Chinese Government, assisted the National Economic Council of China to frame a general plan for the construction of roads and waterworks. Certain parts of this plan have already been carried out, and an important road from Shanghai to Hangchow (216 kilometres) was opened to traffic on October 10th, 1932. The assistance afforded the Chinese National Government has already had appreciable results, and the arrangement continues to work in a satisfactory manner.

The Assembly was happy to note the close co-operation thus established between the Transit Organisation and the National Government of China and expressed its conviction that this co-operation would be entirely successful.

VII. — WIRELESS STATION OF THE LEAGUE OF NATIONS.

The Wireless Station of the League of Nations was opened on February 2nd, 1932, the day on which the Conference for the Reduction and Limitation of Armaments came together.

The station provides direct wireless telegraphic and telephonic communications with North and South America, China and Japan.

* * *

The Committee for Communications and Transit during the year considered the action to be taken as a result of resolutions adopted by the European Conference on

Road Traffic, particularly in the matter of light signals and the transport of commercial motor vehicles. It continued its work on the unification of river law, on the buoyage and lighting of coasts and the simplification of transport formalities and formalities required for passport visas, particularly those used by officers and sailors in maritime navigation and persons employed in inland navigation.

CHAPTER VI

COMMISSION OF ENQUIRY FOR EUROPEAN UNION

The Commission of Enquiry for European Union set up at its fourth and fifth sessions ¹ two Committees : the first to examine the question of extending preference to agricultural products other than cereals, such as tobacco, raisins, figs, oranges, stock-breeding products, etc.; the second to study the proposal of the Government of the Union of Soviet Socialist Republics for the conclusion of a pact of economic non-aggression.

The first of these Committees met on October 30th and 31st, 1931, and found it impossible in general to extend special preferential treatment to agricultural products other than cereals.

The second Committee, at its first session (November 2nd to 5th, 1931), endorsed the general idea underlying the proposal for a pact of non-aggression, and asserted that it was possible for countries with a different economic and social structure to exist peacefully side by side. As the draft under consideration did not secure the acceptance of a majority of the members of the Committee, the Committee decided to hold a second session at a later date.

The Commission of Enquiry held its sixth session on September 30th and October 1st, 1932. After paying a tribute to the memory of its first President, M. Aristide Briand, who had died on March 7th, it elected M. Herriot (France) to the Chair, and then heard a statement from

¹ See *The League from Year to Year, 1930-31*, pages 125 and 126.

M. Georges Bonnet, President of the Conference of Stresa, on the work of that Conference.

The Stresa Conference met from September 5th to 20th. It had been asked by the Conference of Lausanne to submit to the Commission of Enquiry for European Union proposals for restoring normal conditions in the countries of Central and Eastern Europe and adopted a certain number of recommendations and resolutions.¹ In the economic field it condemned all obstacles to free exchange, stating that, not only the countries of Central and Eastern Europe, but all European States should gradually return to a system of liberty, with the adjustments which would no doubt be necessary. Since it felt that one of the essential causes of the crisis in Central and Eastern Europe was the disastrous drop in the price of agricultural products — in particular those of cereals — the Conference drew up a draft Convention, to be valid until 1935, for the revalorisation of cereals. This draft made provision for advantages to be granted on the basis of the average quantities of cereals exported by each country during the last three years, each country granting either a sort of premium by paying a financial contribution or, by means of treaties, providing special advantages in respect of cereals. The fund to be devoted to the revalorisation of cereals was to amount to 75,000,000 Swiss francs. The Conference further recommended the constitution of a fund to be used, at the appropriate moment, to regularise monetary conditions in Central and Eastern Europe.

After a long discussion, the Commission of Enquiry passed a resolution stating that the members of the Commission were prepared to apply, as far as possible, subject only to the particular observations they might have to make, the general guiding principles resulting from the reports of the Stresa Conference.

At the same time the Commission asked the Council of the League to arrange for the practical examination of

¹ The following States were represented at the Stresa Conference : Austria, Belgium, the United Kingdom, Bulgaria, Czechoslovakia, France, Germany, Greece, Hungary, Italy, the Netherlands, Roumania, Switzerland and Yugoslavia. A representative of Latvia was present as an observer, and the Secretariat of the League of Nations, the International Labour Office and the Rome Institute of Agriculture were also represented.

the tobacco problem, which concerned Greece, Turkey and Bulgaria, and also for the detailed elaboration of a draft monetary normalisation fund.

On October 15th, the Council took note of the Commission of Enquiry's resolution and decided to appoint a Committee of qualified experts.

This Committee met from October 26th to November 1st at Geneva, with M. Bachmann, President of the Swiss National Bank, in the Chair. It laid down the general principles which should govern the future working of the fund. Its utilisation was contemplated only in cases where adequate assurance had been given by the countries concerned that they would abolish, at the earliest possible moment, restrictions on exchange transactions, and maintain or re-establish monetary stability.

The Committee declared that the action of the fund would, in principle, take the form of credits for the purpose of providing the bank of issue with a second line of reserves.

The management of the fund would be based upon two principles : (1) the actual handling of the fund should be entrusted to the Bank for International Settlements; (2) contact should be established and maintained between the Bank for International Settlements and the Financial Committee of the League.

The monetary normalisation fund would remain in operation for five years.

* * *

The Assembly, at its thirteenth session, passed a resolution inviting the Commission of Enquiry to continue the work undertaken in accordance with the principles laid down in the resolution of September 17th, 1930.¹

¹ See *The League from Year to Year*, 1929-30, pages 24 and 25.

CHAPTER VII

HEALTH ORGANISATION

- I. Technical Studies : 1. Biological Standardisation; 2. Malaria; 3. Tuberculosis; 4. Venereal Diseases; 5. Rural Hygiene; 6. Opium; 7. Other Technical Studies; 8. The Effects of the Economic Depression on Public Health. — II. Quarterly Bulletin of the Health Organisation. — III. Collaboration with the Governments of Different Countries in connection with Public Health : 1. China; 2. Greece; 3. Czechoslovakia; 4. Chile; 5. South Africa. — IV. Epidemiological Intelligence Service : 1. Geneva; 2. Singapore.

The Rapporteur to the Assembly for health questions observed in 1932 that three stages could be distinguished in the development of the work of the Health Organisation.

The first was a pioneer period, which now belonged to the past. During this period, among the problems with which health departments were faced, those that could be solved on international lines were selected.

The second is, properly speaking, a stage of technical studies intended to lead to general conclusions based on the experience of the various countries. In the sphere of malaria, leprosy, the protection of mothers and of children of pre-school age, the Health Organisation had already formulated in past years guiding principles which, though conceived in general terms so as to apply to the most diverse conditions, none the less represent a body of doctrine validated by the authority of those who have established it for the guidance of health departments in their efforts to protect public health. In 1932 the Health Organisation endeavoured to continue those studies, particularly in the following fields : malaria, tuberculosis, venereology,

biological standardisation, child welfare, nutrition, physical education. It was also led by circumstances to undertake the study of a new problem: the effects of the economic depression on public health.

The last stage is that of action. This has taken the form of assistance given by the Health Organisation to certain Governments which have requested it to place its technical resources at their disposal in order to solve certain general or special problems.

I. — TECHNICAL STUDIES.

1. *Biological Standardisation.*

In this field the Health Organisation is endeavouring to standardise a number of sera and medicaments which are not identical in every country and thus present certain disadvantages for the patient. The object of the work, which is carried out in various laboratories and co-ordinated by the Standardisation Commission, is to determine comparative standards to be accepted by the various health departments. In 1932 the work covered diphtheria prophylactics, sexual hormones and vitamins.

2. *Malaria.*

In the course of the year the Malaria Commission studied the value of anti-malarial preparations other than quinine. It carried out an enquiry into the geographical distribution of malaria and the medical requirements of quinine.

The object of this enquiry, which has so far elicited a large number of replies from States, colonies, protectorates and mandated territories, is to collect a vast amount of documentary material in preparation for a Government conference at which the various aspects of the problem of the world's supply of quinine are to be considered.

Moreover, international courses in malariology instituted under the auspices of the Health Organisation were

held this year at Paris and in London. The courses of field work which follow them were given in Italy, Spain and Yugoslavia. Scholarships were offered by the Health Organisation to candidates recommended by the health administrations of Bulgaria, Colombia, Egypt, Greece, Guatemala, Indo-China, Persia, Portugal, Spain, Turkey and Yugoslavia.

3. *Tuberculosis.*

A Reporting Committee had been requested to study the principles of tuberculosis prophylaxis. It submitted to the Health Committee a draft report urging that, as tuberculosis, was a social disease, the anti-tuberculosis campaign is a matter of social hygiene. Its epidemiology and statistics appear to demonstrate that tuberculosis mortality in the majority of European countries began its more or less regular decline at different dates, but at longer or shorter periods antecedent to the discovery of the tubercle bacillus and the organisation of specific anti-tuberculosis activities, and that that decline accompanied the progress of general civilisation.

The evolution of medicine and hygiene has hastened that decline, but the importance of social factors, such as nutrition, housing and education, must never be forgotten.

The influence of social insurance in the anti-tuberculosis campaign is steadily growing; social insurance has become a great economic and social force.

The prevention of tuberculosis rests at present upon the close co-ordination of preventive medicine and new methods of treatment. The prophylactic value of treatment by means of the isolation of infectious cases and the cures effected of open cases are well established. One should therefore avoid appearing to set up an opposition between treatment and preventive medicine.

The progress of therapy has revolutionised old sanatoria, and has transformed them into centres of medico-surgical treatment. There should be no question of limiting the number of special hospitals for tuberculosis as long as any country has not the required number of beds.

The dispensary is the most vital of specific anti-tuberculosis measures. In the past, the principle that the dispensary should give no treatment was generally held. The strict maintenance of that principle would appear to be difficult. Treatment is so closely allied to prevention that, in certain circumstances, notably in districts lacking doctors, the sick would not be treated, unless treatment were given at the dispensary.

The Health Committee regarded this report as a rational description of the principles now underlying the prevention of tuberculosis and adopted its conclusions. It considered that further enquiries should be made on certain special points—*e.g.*, training and duties of health visitors, special organisation of the treatment and prevention of lupus, which is based especially on the detection of early cases, tuberculosis of bovine origin, hygiene of milk and technique of pasteurisation.

4. Venereal Diseases.

In this sphere the Health Organisation has been conducting since 1930 a prolonged enquiry covering the methods of treatment of syphilis. The object of this enquiry is to obtain a better general idea of the *efficacy* of the methods, which often differ widely, applied in the clinics of the principal countries. This efficacy is measured both by the protection of the patient from the grave ultimate effects of syphilis and by the suppression, as rapidly and as completely as possible, of infection. The enquiry covered 25,000 patients, and the results are now being analysed. It will be for the Reporting Committee, set up in 1930 by the Health Committee, to study questions relating to venereal diseases, and to frame its conclusions.

This Committee completed in 1932 the study of the problems of the sero-diagnosis of syphilis. Its recommendations, which were adopted by the Health Committee, have been published in No. 4 of Volume I of the *Quarterly Bulletin* of the Health Organisation. The Reporting Committee has also undertaken the study of

administrative methods of protecting the masses from venereal infection.

5. *Rural Hygiene.*

The European Conference on Rural Hygiene held at Geneva in June 1931 found, *inter alia*, that various questions were worthy of further study—namely :

1. The programme and methods of training public health nurses;
2. The training of sanitary engineers;
3. The cost and efficiency of various types of rural health services;
4. The epidemiology of typhoid fever in rural districts;
5. The best methods of treating garbage and manure to prevent fly-breeding;
6. Methods of testing and analysing water and sewage;
7. The problem of milk in rural districts (its production, utilisation, importance as a vector of infection).

These studies were actively continued in 1932 by the Institutes and Schools of Hygiene of Budapest, Copenhagen, Madrid, Nancy, Prague, Warsaw and Zagreb; the Health Organisation has been asked to co-ordinate them. The first point—the training of public health nurses—is being studied in collaboration with the International Council of Nurses.

The work will be continued throughout the whole of 1933.

6. *Opium.*

The 1925 International Convention assigned the following task to the Health Committee :

To exempt from the measures of international control set up by the Convention preparations which, while coming within its scope owing to their composition, are not liable to give rise to the drug habit (Article 8).

A recapitulatory list of all the preparations already exempted under this article was published in 1932.

The Health Organisation also continued its work on the standardisation of the methods of ascertaining the morphine content in the various opiums. This work, which was entrusted to a Commission of expert pharmacologists, will be completed in the spring of 1933, and will subsequently be extended to methods of ascertaining the cocaine content of coca leaves.

At the request of the Advisory Committee on Traffic in Opium, the Health Committee has studied the harmful effects of heroin pills which are consumed in large quantities in the Far East under the misleading name of anti-opium pills. At the request of that Committee, it has undertaken a study of modern methods for the treatment of drug-addicts in the various countries.

7. *Other Technical Studies.*

In view of the increasing importance of the *fumigation of ships* from the international point of view, owing to the gradual coming into force of the provisions of the International Sanitary Convention of 1926, the Health Committee, in consultation with the Office international d'Hygiène publique, set up in 1928 a Commission to study, in particular, the value of hydrogen cyanide as a narcotic. The Commission completed its work in 1932 and its findings have been published in No. 2 of Volume I of the *Quarterly Bulletin of the Health Organisation*.

At the request of the French Government, the Health Committee has undertaken certain studies in regard to *nutrition*. In 1932 these studies covered the methods of securing comparability in the results obtained by workers in different countries from their researches into problems of nutrition (see *Quarterly Bulletin*, Volume I, No. 3, 1932).

The study of *physical education* was undertaken at the request of the Czechoslovak Government. For the time being it is limited to an attempt to ascertain the influence of intensive muscular work on a healthy organism.

Experiments were to be carried out at Copenhagen in 1932 and continued in 1933 on athletes in perfect training.

8. *The Effects of the Economic Depression on Public Health.*

At the present time there is one problem to which the Health Organisation could not remain indifferent—namely, the effects of the economic depression on public health. These effects are not only apparent in an insufficiency of food — which, weakening the body, makes it easier for disease, and particularly tuberculosis, to gain a hold — but also in mental troubles. New health problems arise out of this universal economic depression, particularly as a result of the exodus from the towns and the establishment of the unemployed in more or less improvised settlements where sanitation is defective.

Moreover, the financial difficulties with which the different countries are faced have sometimes forced them to reduce the sums appropriated for health work at a time when this is particularly necessary for safeguarding public health.

After considering the documentary material placed at its disposal— which reveals the fact that there are roughly from 50 to 60 million persons in the world who are more or less affected by unemployment — the Health Committee endeavoured to define the question as precisely as possible and then to settle the methods of future action.

Since the various attempts made so far to define the problem with the assistance of mortality and morbidity statistics had afforded no conclusive results, it appeared to be necessary to find a system which would enable more reliable criteria to be established.

At the present time nutrition is the subject of certain studies which are being pursued on widely different lines. These studies should be carried out under the auspices of the public health authorities and should be supplemented by the medical examination of the subjects themselves according to the methods indicated by experts.

The means of livelihood of the unemployed have appreciably declined in certain countries. The best way

of utilising the slender means at their disposal to provide sufficient nourishment, from the point of view both of quality and quantity, should therefore be indicated. A number of institutions have already published data on this subject, but no general study has as yet been undertaken.

Certain Governments and private institutions have been obliged to make drastic reductions in their health budgets and it would be advisable to consider what measures are most suitable to safeguard public health in times of crisis. A consultation of the representatives of five or six countries possessing well-organised health services appears to be necessary in order to discover the best methods of co-ordinating the efforts of all public and private health institutions.

The Health Committee, having thus defined the problem and outlined its programme of action, felt that it was desirable to secure the collaboration of the International Labour Office.

II.—QUARTERLY BULLETIN OF THE HEALTH ORGANISATION.

Up to the present, those who wished to follow the work of the Health Organisation have been obliged to consult the records of international Conferences, the Minutes of Committees, reports by experts, etc. In order to make this technical material more accessible and consequently more widely known, it was decided to embody it henceforward in a *Quarterly Bulletin*, which constitutes an epitome of the work of the Health Organisation. The first number appeared in 1932. The four numbers published in 1932 contained the annual report of the Health Organisation, the memorandum on "The Effects of the Depression on Public Health", the reports of the various Conferences of experts (nutrition, immunisation against diphtheria, sero-diagnosis of syphilis, etc.), the annual analysis of statistics relating to anti-rabies treatment in the various Pasteur Institutes, the report on the prevention of tuberculosis and various monographs on medical education. Each number also contains current notes on the work of the Health Organisation (meetings of Committees, missions of experts, etc.).

The *Quarterly Bulletin* appears in two editions, English and French. Certain articles are also published in German in the "Archiv für Soziale Hygiene und Demographie".

III. — COLLABORATION WITH THE GOVERNMENTS OF DIFFERENT COUNTRIES IN CONNECTION WITH PUBLIC HEALTH.

I. *China.*

The National Government of the Chinese Republic is proceeding urgently with the reorganisation of its public health administration in conformity with the plan drawn up in collaboration with the Health Organisation in 1929.

The Chinese Government considers that a public health programme should constitute an integral part of the programme of national development. The scheme has, of course, had to be adapted by the executive to the available financial resources; moreover, the work of the first few years will be in the nature of an experiment with restricted objects and restricted scope. It will serve as the basis for the preparation of a more comprehensive programme for a longer period. As the result of careful consideration of the position, it has been decided to draw up a three-year plan confining the national activities in connection with public health to the following points :

(a) Establishment of the Central Applied Hygiene Station at Nanking and development of the central hospital as a nucleus of the national medical and health services. The station will do its work in certain selected regions, in which it will handle the principal problems of sanitation, preventive medicine and medical aid.

(b) Establishment of an experimental school of medicine and development of certain national schools of medicine already in existence, with a view to the training of qualified agents for future work.

(c) Gradual extension of the national quarantine service.

(d) Co-ordination of the various modern public health organisations in the country.

The *Central Applied Hygiene Station*, which was inaugurated in May 1931, is now fully organised under the direction of Dr. Borcic, former Director of the Zagreb Institute of Health. It has nine sections, dealing respectively with bacteriology and epidemiology, chemistry, sanitary engineering, parasitology and malariology, maternity and child welfare, vital statistics, school hygiene and physical education, medical assistance and industrial hygiene, and health propaganda and instruction. These nine sections are beginning work as and when their organisation is completed.

The staff of the station has been strengthened by three foreign experts, Dr. Borcic, Dr. Dyer, sanitary engineer attached to the Rockefeller Foundation, and Dr. W. Peter, of the American Cleanliness Institute.

The programme of the Parasitology and Malariology Section includes the organisation of three stations for practical work, which will make it possible to train the auxiliary staff required for the collection of epidemiological data and for the struggle against malaria. Secondary observation centres will also be established and mobile squads under the direction of a malariologist will be formed.

The School Hygiene Section proposes to introduce school hygiene services in the sixteen principal teachers' training colleges in China, and is working on the technical training of the staff required for the purpose. These services are already in being in the Nanking and Peiping training colleges.

The Maternity Section has established a school for midwives at Peiping and a second school is under construction at Nanking.

The Sanitary Engineering Section has concerned itself primarily with improving sanitary conditions in Nanking and the immediate neighbourhood. It has established a model rural centre at Tang-Shan.

The construction of the Nanking central hospital was interrupted by the Sino-Japanese conflict, but was resumed after the Shanghai armistice. This establishment is developing rapidly and is already rendering the

greatest services to the population. A second central hospital is to be established in the Province of Chekiang.

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The *National Quarantine Service* has increased its staff and material. In spite of political difficulties, it has extended its activities to the ports of Nanking, Swatow, Newchwang, and Antung. They will shortly be extended to the ports of Tientsin, Tsingtao, and Chinwangtao. On the other hand, the Shanghai Quarantine Station was destroyed during the events of January-February 1932.

At the time of the floods, the quarantine service was instructed to establish a station at Hankow, on the Yangtse. Three doctors, with six attendants, vaccinated more than 6,000 persons passing through the station.

The day is not far distant when all the ports of China that are open to international traffic will be provided with a quarantine service complying with the requirements of the International Sanitary Convention of 1926.

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The *campaign against cholera* and smallpox in the Shanghai area, which was organised in 1930 by the Chinese Government in collaboration with the Health Organisation, is being continued on systematic lines. In 1931, the number of vaccinations against cholera rose to 760,000. In spite of the influx of refugees from the Yangtse basin, where cholera appeared at the time of the floods, Shanghai registered only 455 cases in 1931, of which 55 were fatal.

In 1932, cholera appeared at Shanghai in April. It was definitely epidemic in character, reaching its peak in July.

A big collective effort was made by the public health authorities. In order to prevent cholera from spreading by means of drinking-water, steps were taken to supply the poorer classes of the population with pure water free of charge. There are seven cholera isolation hospitals, with a total of 1,000 beds. The manufacture of anti-cholera

vaccine was speeded up, and the laboratory of the Chinese municipality was able to prepare two million doses.

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Floods. As a result of the rains in the spring and early summer of 1931, the level of the waters of the Yangtse, the Howai, and a large number of their tributaries, rose rapidly, and towards the end of July the dykes began to burst. The number of dwellings destroyed by the floods is estimated at four million, and the number of persons in need of relief at twenty-three million.

Under the impression created by this situation, the Assembly, in 1931, issued an appeal on behalf of the victims, and, at the request of the Chinese national administration, instructed the Health Organisation to co-ordinate the international efforts to contend with the epidemics raging in the flooded areas.

In April 1932, the National Commission for the relief of the flood victims was still without sanitary material, and appealed again to the Health Organisation for sera, pharmaceutical products, and some mobile bacteriological laboratories. Germany, Egypt, Norway, Poland, Roumania, and Czechoslovakia responded to the appeal with special donations.

The Health Organisation did everything in its power to fit up refugee camps and to fight the epidemics. Between the middle of September and the end of December 1931, the Medical Director of the Health Organisation acted as technical adviser to the National Commission for the relief of the flood victims on all medical and health questions. Dr. Borcic, who had been placed at the disposal of the National Public Health Administration, collaborated from the outset in the organisation of the health forces in the Hankow region, and directed the provision of medical aid.

In October 1931, two members of the Health Section, Professor Ciuca, Secretary of the Malaria Commission, and Dr. Huang, were hurriedly sent to China, Professor Ciuca to organise work against malaria and cholera in the refugee camps, and Dr. Huang to take charge of the medico-sanitary units in the Wuhan area. While in China

(October 1931-March 1932), Professor Ciuca also made a study of the problem of the endemicity of malaria in the Yangtse valley.

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In 1932, the Health Organisation established eleven *scholarships* available for from three to six months for Chinese doctors, to enable them to study public health organisation, the fumigation of shipping, the organisation of quarantine stations, malariology, maternity and child welfare industrial hygiene, and the working methods of hospitals, in Europe and the United States.

2. Greece.

The execution of the programme of public health reorganisation drawn up with the assistance of the Health Organisation has been somewhat retarded by financial difficulties due to the present economic conditions; considerable progress has nevertheless been made.

The scheme of reorganisation included the establishment of a school of hygiene at Athens. The school was inaugurated in March 1931, and is already having a good influence on public health in Greece. It is training various categories of health personnel recruited from the officials of the public health department or candidates for posts in the same. A recent law requires all candidates for posts as public health officials of prefectures to hold the diploma of the Athens School of Hygiene or some equivalent diploma.

Twenty-seven public health doctors took the first course, and twenty-one of them obtained the diploma (1931-32).

The school also gives instruction to assistant public health nurses, sanitary inspectors, and sanitary engineers.

The health centre of which the Athens school is a part will shortly be inaugurated. It will be the centre of the whole public health organisation of Greece. Its activities have, indeed, already begun. Schemes for sanitary

improvements in the city of Athens are under consideration or in process of execution, and are already yielding satisfactory results.

The malariological division has also obtained satisfactory results. Two centres for practical work, at Drama and Murla, are dealing mainly with the destruction of larvæ, and have already succeeded in effecting a considerable reduction in the numbers of anopheles and in the incidence of malaria. Research work is also proceeding at Kavalla and in the Peloponnese.

The sanitary engineering division is receiving applications from all parts of Greece in connection with drainage and water-supply projects. Four marshes have already been drained in the neighbourhood of Murla and Marathon.

The pharmacological and biochemical division has devoted special attention to methods of milk and water inspection. It is also responsible for the inspection and supervision of quinine and organo-therapeutic substances such as insulin and various hormones.

With the support of the Health Organisation, foreign experts have been invited to give a series of lectures at the Athens School. The Public Health Organisation has also given scholarships to Greek doctors to enable them to go abroad to study modern processes of public health administration, methods of sero-diagnosis of syphilis, or drinking-water supply systems.

3. *Czechoslovakia.*

Two years ago, the Czechoslovak Government asked for the assistance of the Health Organisation in the study of health conditions in Czechoslovakia and Sub-Carpathian Russia. These studies have since been continued, and in June last the Ministry of Health decided, that the moment had come for a programme of practical work based upon the conclusions reached. It asked for the help of the Health Organisation in carrying out this programme.

In October 1932, the Health Committee, approved the arrangements for the assistance it was asked to give. It decided to place a member of the Health Section at the

disposal of the Czechoslovak authorities, together with the experience of certain of its technical Commissions. A small number of Czechoslovak officials are also to be given facilities for the study abroad of work of the kind they will be called upon to do in their own country.

4. *Chile.*

The Chilean Government has applied to the League of Nations for the assistance of its technical services, especially the Health Organisation, in a study of popular nutrition in Chile. The Council has accordingly requested the Health Organisation and the Economic Committee to study the question and report.

5. *South Africa.*

In February 1932, the Government of the Union of South Africa asked the Health Organisation whether it was prepared to call a conference of directors of public health services in certain African territories with a view to the discussion of urgent health questions of common concern to the different parts of Central and South Africa. The first question for study was the practical execution of the chapter dealing with yellow fever in the new International Sanitary Convention for Air Navigation. Particular interest attaches to this Convention in view of the new air services which cross Africa from north to south and east to west.

It was also proposed that the Conference should consider the unification of measures for the prevention of the import of smallpox by ships coming from British India, as well as the problems due to the endemicity of plague in certain districts of South Africa, and the organisation of the service of medical aid to the rural populations.

The Health Organisation gave a favourable reply to this request. The Conference met at Cape Town on November 15th, 1932, the public health administrations of the following countries and territories being represented : Angola, Basutoland, Bechuanaland, Gold Coast, British

India, Kenya, Mozambique, Nigeria, Uganda, Northern and Southern Rhodesia, the mandated territory of South West Africa, Tanganyika, the Union of South Africa and Zanzibar.

The Rockefeller Foundation and the Health Organisation were also represented.

IV. — EPIDEMIOLOGICAL INTELLIGENCE SERVICE.

1. *Geneva.*

At the close of 1931, this Service was in regular receipt of demographical data and notifications of contagious diseases from the majority of countries throughout the world, representing numbers and percentages of the total population of the continents as follows :

	Numbers	Percentage of total population
Africa	118,754,000	82
America	197,746,000	80
Asia	610,184,000	56
Australasia and Oceania .	8,339,000	86
Europe	500,788,000	100
Total	1,435,811,000	72

In addition to the particulars received from public health administrations for countries as such, the Service is in receipt of monthly figures of births and deaths from a very large number of towns — namely, 572 large cities, representing an aggregate population of 155,165,000 persons.

2. *Singapore.*

The Eastern Bureau, established at Singapore as an advanced post by the Health Organisation in 1925, has continued its work on the two tasks assigned to it—namely, the collection and distribution of epidemiological intelligence and the co-ordination of research on questions of colonial pathology and hygiene.

As regards epidemiological intelligence, the gap which still existed in respect of information from China has been filled, as the National Quarantine Service of the Chinese Government is now in a position to supply the Eastern Bureau with information as to health conditions in a number of ports on the Yellow Sea and the Yangtse (Newchwang, Antung, Nanking, Wushan, Hankow, and Hanyang). Thanks also to this service, it was possible to follow the movements of cholera at Shanghai, and the presence of plague foci in Shansi and Shensi was reported.

On December 31st, 1931, the Eastern Bureau was in touch with 153 ports, the geographical distribution of which was as follows :

	Ports	Countries
Africa	26	15
Asia	100	26
Oceania	27	9

This total of 153 ports represents the maximum useful number. It may be claimed that any outbreak of plague, cholera, or smallpox in any port in the region between the Suez Canal and the Panama Canal, and between Vladivostok and Melbourne, is now reported by telegraph to the Eastern Bureau, which in its turn passes on the information by the most rapid means available to all public health administrations whom the existence of such foci of disease concerns.

CHAPTER VIII

INTELLECTUAL CO-OPERATION

1. General Features. — II. Activities of General Interest : 1. Moral Disarmament ; 2. International Aspect of Wireless Broadcasting ; 3. Milan Conference of Representatives of Institutes for the Scientific Study of International Relations ; 4. Frankfort Meeting for the Celebration of the Goethe Centenary : Conversations and Correspondence ; 5. International Bibliography of Translations (*Index Translattonum*) ; 6. Collaboration with the Chinese Government. — III. Educational Activities : 1. Meeting of Directors of Higher Education ; 2. Meeting of International Students' Associations ; 3. Liaison between Institutes of Archæology and the History of Art ; 4. Co-ordination between National Educational Information Centres ; 5. Revision of School Text-books ; 6. Instruction in the Aims of the League of Nations ; 7. Film concerning the League of Nations ; 8. Interchange and Travel of Schoolchildren ; 9. Education and Broadcasting ; 10. Adult Education : (i) Popular Libraries and Workers' Spare Time ; (ii) Popular Arts and Workers' Spare Time ; (iii) Liaison with the Major International Associations. — IV. Exact and Natural Sciences : 1. Liaison with International Scientific Organisations : (i) International Council of Scientific Unions ; (ii) International Scientific Unions and Other Similar Organisations ; 2. Co-ordination of Scientific Bibliographies ; 3. Co-ordination of Scientific Terminology ; 4. Collaboration between Scientific Museums ; 5. Handbook of Scientific Laboratories. — V. Libraries : Archives. — VI. International Museums Office. — VII. Popular Art. — VIII. National Committees on Intellectual Co-operation. — IX. Work of the International Education Cinematographic Institute in Rome.

I. — GENERAL FEATURES.

The year 1932 was a year of practical effort and achievement in the work of intellectual co-operation.

The most important event was the despatch of a Commission of educational experts to China. Next in order of value came three important international meetings : the Athens Conference on the Protection and Preservation of Artistic and Historical Monuments (October 23rd-30th, 1931) ; the session at Frankfort-on-Main of

the Permanent Committee on Arts and Letters on the occasion of the Goethe centenary (May 12th-14th, 1932); and the Milan Conference (May 23rd-27th, 1932) of representatives of Institutions for the Scientific Study of International Relations.

The problem of moral disarmament raised by the Polish Government at the Disarmament Conference naturally aroused the interest of the Intellectual Co-operation Organisation, which last year had already begun to study wireless broadcasting from the standpoint of this important question.

Important progress was achieved in the domain of education and the stage now reached in regard to the problem of school text-books shows that the time has come to give practical effect to the doctrines advocated.

In the year 1932 two significant movements are to be noted. First, an attempt was made to evolve from special questions and technical problems certain wider ideas to which contemporary thought is devoting its most immediate attention and, secondly, there, was closer co-operation between the Intellectual Co-operation Organisation and the other organisations attached to the League. The Frankfort "conversations" on Goethe illustrate the first movement. The enquiries conducted in conjunction with the International Labour Office prove the practical utility of the second.

The Organisation has constantly borne in mind the aim proposed for the Committee on Intellectual Co-operation when it was first set up by the League Council. It consistently endeavours to encourage the co-ordination of intellectual activity in all spheres in which the assistance of an international organisation may lead to useful results.

This aim can only be attained gradually, but progress is being made each year.

II. — ACTIVITIES OF GENERAL INTEREST.

I. *Moral Disarmament.*

The Committee on Intellectual Co-operation was formally notified of the work of the Committee on Moral Disarmament of the Conference for the Limitation and

Reduction of Armaments (see the Chapter on Organisation of Peace and Reduction of Armaments). The members of the Committee on Intellectual Co-operation emphatically declared on that occasion that they had always considered that all their duties — even the most technical — were intended to bring the nations closer together and effect a better understanding between them.

2. *The International Aspect of Wireless Broadcasting.*

In 1931, the League Assembly requested the International Institute of Intellectual Co-operation to conduct an enquiry into the international questions raised by the use of broadcasting from the standpoint of the maintenance of friendly international relations.

For this purpose, and with a view to defining the problem, the Institute decided to seek the opinion of a number of qualified officials.

The replies received show that, although broadcasting cannot be used for propaganda purposes in the same way as public meetings, at which the feeling of the crowd stimulates the enthusiasm of the speaker, it may none the less be used to disseminate to every part of the world false or misleading news.

Broadcasting can therefore, if used for unworthy purposes, help to create misunderstanding; but it can on the other hand be used as a powerful instrument for mutual goodwill and understanding. In this respect its possibilities are almost limitless.

The authorities consulted unanimously advocated international agreements as the best method of eliminating from wireless programmes such matter as would be harmful to the maintenance of satisfactory international relations. These agreements might take the form either of treaties between States or of arrangements between the broadcasting corporations themselves. They might be either bilateral or regional and might in time lead to the conclusion of a general convention.

These various points will be considered by the Institute of Intellectual Co-operation after agreement has been

reached with the International Broadcasting Union. A Committee of experts appointed to define the scope of the enquiry and to prepare a programme of study or of action will be convened in 1933.

3. *Milan Conference of Representatives of Institutions for the Scientific Study of International Relations.*

The Conference of Institutions for the Scientific Study of International Relations, comprising representatives of the various schools of political science in Europe and the United States of America, decided in 1931 at its Copenhagen session to hold for the first time in 1932 a study meeting at which the various groups represented would jointly endeavour to bring the examination of a specific question to a successful issue.

The Conference aimed at something more than the mere submission of recommendations and resolutions; it hoped to bring out and elucidate new facts.

The subject chosen at Copenhagen was : the State and economic life, more particularly from the standpoint of international economic and political relations.

The detailed programme of work, prepared by the executive Committee of the Conference, included :

(a) A statement of the facts regarding State action producing direct effects abroad in fields such as international trade or finance;

(b) The reasons and motives for such a State policy;

(c) The effects of such a policy on international economic relations and international political life.

The discussion was disinterested and objective, although naturally many divergent theories were advanced on this highly topical and controversial subject which concerns the organisation, functions and responsibility of the State. The members were able to exchange their personal views, verify their information and obtain, through direct channels, details and interpretations which they could not have obtained in other circumstances.

The Milan Conference was a first step, which made it possible to define the problem and initiate the work to be undertaken in common on a basis of collaboration and comparison. The preliminary reports and the discussions to which they gave rise have been collected in a volume, published in French and in English by the International Institute of Intellectual Co-operation, and entitled *The State and Economic Life*.

The work will be continued and will be completed in 1933 in London in the form of a more detailed discussion from which, by the same method of a frank exchange of views, certain conclusions of general and immediate interest may emerge.

The London Conference will endeavour to supplement, as required, the conclusions already drawn up by each of the participating institutions, but will not define a policy.

The subject selected in 1932 : "The State and Economic Life", remains on the agenda. The members of the Conference have been requested, however, to direct their attention more particularly to the following problems : measures affecting international trade; measures affecting international finance; State intervention in private economic matters.

4. *Frankfort Meeting for the Celebration of the Goethe Centenary. — Conversations and Correspondence.*

The first of the series of "conversations" arranged by the Permanent Committee on Arts and Letters on subjects most likely to serve the common ends of human thought and of the League took place at Frankfort-on-Main from May 12th to 14th, 1932, on the occasion of the Goethe Centenary.

The "conversations" took place on the basis of the following papers : "How I see Goethe", by Paul Valéry; "Goethe" by Thomas Mann; "Goethe and European Lyric-Poetry", by Helena Vacaresco; "Faust and Europeans of the Mind", by Salvador de Madariaga; "Goethe and Hellenism", by Professor Gilbert Murray; "Two Drawings by Goethe", by Professor Strzygowski; "Goethe and Architecture", by Ragnar Ostberg; "Goethe and Romantic

Art", by Henri Focillon; "Goethe and Switzerland", by Gonzague de Reynold; "Goethe and the Popular Genius", by Georges Oprescu; "Goethe and Rome", by Dr. Waetzold; "Goethe at Rome", by R. Paribeni.¹

A discussion followed, in which the members of the Committee took part; it led to exchanges of views which, originating in one or another of the innumerable aspects of Goethe's genius, finally approaches certain great contemporary problems, such as the intellectual training of modern man or the intellectual action and future of Europe.

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In 1931, the League Permanent Committee on Arts and Letters, in an endeavour to associate research-workers and leaders of thought more closely with intellectual co-operation, asked the International Committee :

To encourage correspondence between leaders of thought, on the lines of those which have always taken place at the great epochs of European history.

To publish this correspondence periodically.

In pursuance of this resolution, the Bureau of the Permanent Committee on Arts and Letters decided that the subject of this first correspondence should be the *Means of ensuring the representation and influence of intellectual activities in the social, economic and political fields of today*, and that requests to collaborate should be sent to a number of distinguished Europeans, Americans and Asiatics.

At its Frankfort meeting the Permanent Committee on Arts and Letters decided that a fresh subject should be studied. There will be a further discussion by correspondence following up a controversy which arose during the conversation on Goethe in connection with the *Latin genius and the Nordic spirit*. At the same time correspondence has been taking place between M. Einstein and

¹ *Talks on Goethe* on the occasion of the centenary of his death, with two hitherto unpublished drawings by Goethe, issued by the International Institute of Intellectual Co-operation, Paris, 1932, 198 pages

M. Freud on the thesis : *Why War?* and yet another on *the theatre and international relations*. Two volumes are at present in the press; both will be published by the International Institute of Intellectual Co-operation.

The organisation of such *correspondence* will provide a means by which distinguished writers will be able to collaborate on great subjects of general interest and on questions which urgently and permanently affect the moral and political life of the nations. The Committee has already decided to begin at its 1933 meeting an exchange of views on the future of civilisation.

5. *International Bibliography of Translations*
(Index Translationum).

A new bibliography which covers, not only the domain of letters, but also that of the exact, natural and human sciences has been successfully undertaken by the Institute : the *Index Translationum*.

This index is published quarterly and includes, as a beginning, translations appearing in Germany, Spain, the United States of America, France, the United Kingdom and Italy. The entries are compiled exclusively from information supplied by the various national libraries.

Even prior to its publication, the *Index translationum* aroused great interest in bibliographical, publishing and bookselling circles — an interest which is taking practical form. This is proof that the Institute's initiative has met with a sympathetic response on the part of the organisations concerned and supplies a real need.

6. *Collaboration with the Chinese Government.*

In 1931 the International Committee on Intellectual Co-operation acceded to a request from the Nanking Government, that a body of advisers should be sent to co-operate in improving the educational system and in facilitating intercourse between the intellectual centres of China and those of foreign countries. The Committee sent to China a mission consisting of M. Becker, Professor

at Berlin University, former Prussian Minister of Education; M. Falski, Professor of Philology and Director at the Polish Ministry of Education; M. Langevin, Professor at the *Collège de France*; Mr. Tawney, Professor at London University; and M. Sardi, an expert in educational cinematography.

The technical assistance afforded by the League, in agreement with the Chinese authorities, for the economic restoration of the country was supplemented by the advice of highly-qualified experts who were asked to state their views, and the representation of the Intellectual Co-operation Organisation got into touch, not only with the Ministry of Public Education, but also with the bodies constituted by the Chinese Government for the centralisation and direction of the work of reform.

When the mission arrived in China in the autumn of 1931, the central body—the Economic Council— had just defined the guiding principles of the action it proposed to take, and had affirmed its belief in the importance of educational reform, technical education and the training of professional units.

The League of Nations mission collected the information it required for the successful performance of the task entrusted to it. In particular, it visited the regions of Tientsin and Peiping, and the Provinces of Chekiang and Kiang-su. It established contact with the educational and administrative authorities, and with the heads of universities and of primary and secondary schools. It made a study of the system of technical education and of the schools already organised and noted the action already taken in the more important towns and centres in connection with adult education; it spent a month in Nanking in consultation with representatives of the Ministry of Public Education.

Before leaving the Chinese capital, the League experts were offered an opportunity of discussing with the Sub-Committee of the Economic Council which deals more especially with educational matters, not only their main conclusions, but also ways and means of maintaining regular collaboration with the Intellectual Co-operation Organisation. They communicated their preliminary recommendations to the Ministry of Public Education, and

since their return to Europe have drawn up a complete report based on the actual facts noted.¹

In the opinion of the experts, the problem to be solved is more a question of adaptation and development than of imitation. They hold that the vast experience which China has acquired should not be ignored, but allowed its rightful position in world culture.

The advice of the experts relates first and foremost to the administrative improvements or simplifications that can be introduced in all grades of education. They emphasise the paramount necessity of obtaining the services of a qualified staff of teachers and of providing for the training of schoolmasters, not only in the ranks of higher education, but also, and perhaps to a greater degree, in the secondary and primary grades, as well as in the different branches of science. Attention is also drawn to the need for conferring on professors and teachers a status which would assure them stable and permanent positions.

The mission also directed its attention to the regrouping of the universities and to the organisation of secondary education, especially in its technical aspect. The ground covered comprised primary education, adult education, school text-books written in Chinese, the compilation of a scientific vocabulary and other subjects.

One of the experts, Baron Sardi, appointed on the recommendation of the International Institute of Educational Cinematography in Rome, studied the question of the use of educational films in China. Following the suggestions made by the Chinese authorities, he approached the question from a threefold aspect : new facilities to be introduced in education (documentary films, films illustrating professional training, health measures, agriculture, the teaching of science, etc.); encouragement of the work of reform undertaken in China by making that work known and understood throughout the country; ways and means of interesting foreign countries in China.

An admirable set of documentary films was shown to groups of Chinese educationalists in the most important

¹ Published in English and in French by the Institute of Intellectual Co-operation, under the title "The Reorganisation of Public Education in China", Paris, 1932, 240 pages.

towns and was accompanied by explanatory lectures. The conditions under which educational films might be produced and used in China were studied in the light of experiments which have been conducted in European countries and were explained to the Chinese authorities.

With a view to facilitating the application of the measures recommended by the experts, the Chinese Government has decided to send a small educationalist mission to Europe. It has suggested that this mission should visit several countries and study, from the point of view of public education, their administrative systems and their principal university and educational centres. This mission, composed of departmental officials of high rank, arrived in Europe at the end of August 1932. It has been, or will be, shown the public education systems of Poland, Germany, France, the United Kingdom, Italy, Denmark and the City of Vienna. The International Institute of Intellectual Co-operation has collected ample documentary material, which has been placed at the mission's disposal so that it may derive greater benefit from its various visits and be able, on returning to China, to make practical use of its experience. It will also take back with it a collection of standard text-books which, in accordance with the recommendations of the experts, will be studied by Chinese teachers and serve as models for the preparation of national school text-books.

III. — EDUCATIONAL ACTIVITIES.

I. *Meeting of Directors of Higher Education.*

A first meeting of directors of higher education took place at the International Institute of Intellectual Co-operation in the course of the year. The agenda of this meeting included the problems of the international interchange of professors and students, the equivalence of university degrees, the overcrowding of universities and intellectual professions; but it also, in the words of one of its members, aimed at attempting to frame a "policy in regard to scientific questions". It decided to examine certain basic problems, such as relations between universities and Governments, the adaptation of education to

present-day requirements and research work in certain branches of science.

2. *Meeting of International Students' Associations.*

The seventh annual session of the Committee of Representatives of International Students' Associations was held at the International Institute of Intellectual Co-operation. Continuing and developing a method which had already been adopted at its previous two sessions, the Committee devoted a considerable part of the proceedings to the joint study of a special question bearing upon student life. The subject chosen for this year's discussion was "Student Social Service".

3. *Liaison between Institutes of Archæology and the History of Art.*

The Institute convened in January 1932 a small committee of experts to examine the project for a co-ordinating centre for institutes of archæology and the history of art.

The Committee of Experts unanimously recognised the desirability of co-ordination. The project will be carried into effect next year.

4. *Co-ordination between National Educational Information Centres.*

To ensure co-ordination between national centres of educational information, the Committee decided to establish regular liaison by means of an International Committee, the secretarial work of which would be undertaken by the Institute and which would provide continuous co-operation in the field of primary and secondary education between the various countries.

5. *Revision of School Text-books.*

The problem of the *revision of school text-books* was discussed at considerable length. Having before it a

report of the Institute of Intellectual Co-operation¹ and the conclusions of the Committee of Experts which met at Paris in February 1932, the Committee on Intellectual Co-operation agreed with the experts that the resolution adopted in 1925 by the Assembly of the League might usefully be amended and supplemented. This resolution, known as the Casarès resolution, indicated the procedure to be followed and the action to be taken by national committees with a view to improving school text-books and eliminating passages prejudicial to mutual understanding between nations.

According to this procedure, whenever a national committee on intellectual co-operation considers it desirable that a foreign text regarding its country and intended for educational purposes should be rectified, it will apply to the national intellectual co-operation committee of the country concerned with a request that the text should be amended as desired. If the committee applied to decides not to make the proposed alteration, it is not bound to give any explanation.

Under the new arrangement, requests for revision would no longer be without appeal. Not only will the number of text-books regarding which complaints may be made be increased, but the Committee on Intellectual Co-operation will be kept informed of the correspondence. It may even be called upon to assume the role of friendly mediator.

6. *Instruction in the Aims of the League of Nations.*

The Educational Information Centre of the League Secretariat has conducted among the States Members an enquiry regarding the instruction regarding the League of Nations given in their teachers' training schools. Up to the present, thirty Governments have replied. It has also conducted an enquiry concerning the study of international relations in schools of political science. The institutes of political science of sixteen States have

¹ "The Revision of School Text-Books", published by the International Institute of Intellectual Co-operation, Paris, 1932 (224 pages).

declared their readiness to collect the required documentary material from universities and higher educational institutions in their countries.

7. *Films concerning the League of Nations.*

Having been instructed to collect documentary material concerning the *production of an educational film on the League*, the Educational Information Centre of the League Secretariat has, in collaboration with qualified bodies, explored various possible avenues of approach. Having been kept informed of this work, the Committee on Intellectual Co-operation was of opinion that the Secretariat of the Organisation, acting in liaison with the Rome Institute of Educational Cinematography and the Information Section, should continue its researches along the same lines and collect any suggestions that might assist in producing the proposed film. In this connection, it again emphasised the importance of news films and, more generally, of the part that the cinema can play in promoting mutual understanding between the nations.

8. *Interchange and Travel of Schoolchildren.*

The Committee, after considering on the basis of a report from the Institute of Intellectual Co-operation¹ the methods and principles on which international interchanges of young people are organised, recommended that national offices or co-ordination centres should be established with a view to the collection of information on all questions concerning the organisation of travel and the material facilities which can be obtained in this connection.

9. *Education and Broadcasting.*

In conformity with a resolution adopted by the Committee on Intellectual Co-operation, the Institute continued the enquiry begun in collaboration with the International

¹ This report will shortly be issued among the works concerning intellectual co-operation, published by the International Institute of Intellectual Co-operation.

Broadcasting Union and other organisations. The object of this enquiry was to demonstrate the advantages of broadcasting to schools and adults as regards both instruction concerning the League of Nations and education in general.¹

Broadcasting, which is a purely auditive and to a certain extent, mechanical means of instruction, cannot supplant the personal teaching of the schoolmaster, nor does it of course suffice for education in the strict sense of the term. It serves a purely supplementary purpose. Subject to this reservation broadcasting can, however, render valuable service, principally in branches, such as literature, languages, history, etc., in which, although a certain amount of definite knowledge is imparted, the main aim is the completion of education. In these domains, broadcast talks widen the pupil's intellectual horizon by giving him information on life, the movement of ideas and the main outlines of history, surveys which he would not easily find in school text-books or in ordinary school teaching.

Similarly, broadcasting is an invaluable auxiliary for the teaching of modern languages, geography and the natural sciences.

So far as instruction in regard to the League and the promotion of an international spirit are concerned, the experts generally, especially in the field of primary education, talk on the customs and living conditions of the different peoples, and their folklore and recite folk songs, in preference to lectures dealing directly with the League. Lectures are apt to make the League appear as a very remote and often tedious subject, whereas talks on concrete facts appeal to the imagination of pupils and develop within them a feeling that they themselves form part of the community of nations.

10. *Adult Education.*

(i) *Popular Libraries and the Workers' Spare Time.*

In April 1932, the International Institute of Intellectual Co-operation communicated to the International

¹ "Educational Broadcasting", published in French and in English in Paris by the International Institute of Intellectual Co-operation (205 pages).

Labour Office the results of the enquiry which it had undertaken at the request of the Office, to determine how popular libraries could be rendered more accessible to workers in their spare time and how workers could make better use of them.

This study has brought out the four points on which international action should be concentrated : an increase in the number of popular libraries, the publication of special works, the training of librarians and the forming of public taste, more particularly through the school.

(ii) *Popular Arts and Workers' Spare Time.*

The enquiry undertaken at the Institute (also at the request of the International Labour Office) in the matter of popular arts has also been completed. A comprehensive study, setting forth the conclusions deduced from all the information thus collected, has been prepared by the Institute.

The general conclusion is that, while a decline in popular art is noticeable in every country, particularly in those which are the most highly industrialised, it seems possible and desirable, from the social as well as from the cultural point of view, to interest workers in this traditional form of artistic production.

(iii) *Liaison with the Major International Associations.*

As in previous years, the Institute has endeavoured to work in close touch with the major international associations which are trying to bring the nations closer together, more particularly through the medium of education.

IV. — EXACT AND NATURAL SCIENCES.

1. *Liaison with International Scientific Organisations.*

(i) *International Council of Scientific Unions.*

The Committee on Intellectual Co-operation, wishing to stress the desirability of regular collaboration with the International Council of Scientific Unions, continued

negotiations in 1932 with the Secretary-General of that organisation, and those negotiations have now been brought to a successful conclusion.

The following are the principles of collaboration which have been established and approved by the Committee on Intellectual Collaboration.

(1) The Intellectual Co-operation Organisation of the League of Nations and the International Council of Scientific Unions will exchange views on any question of scientific organisation concerned with the exact and natural sciences and their application which may be referred to either of them.

(2) If they decide to deal with such matters, they will agree together on the procedure to be followed (*e.g.*, collection of the relevant documentation, summoning of an expert committee or any other means calculated to secure the solution of the problem before them).

The executive action to be taken shall be entrusted to the executive bodies of the International Intellectual Co-operation Organisation, acting in agreement with the General Secretariat of the International Council of Scientific Unions. The same shall be the case with regard to arrangements for action to be taken on decisions or resolutions adopted, and the execution thereof.

(ii) *International Scientific Unions and Other Similar Organisations.*

Continuous relations have been maintained throughout the year with the International Unions of Biology, Chemistry, Geography, Physics and Mathematics.

2. Co-ordination of Scientific Bibliographies.

Definite rules were drawn up last year by the scientific advisers for the preparation of summaries, the Institute being instructed to bring these to the notice of interested circles and to induce scientific journals to adopt them as far as possible. To this end, the Institute, through the intermediary of certain qualified persons, established contact with several important associations.

Favourable replies have been received which justify the hope that satisfactory results will be obtained in the near future.

3. *Co-ordination of Scientific Terminology.*

A Committee met at the Institute, composed of two delegates of each of the International Unions of Physics, Chemistry and Biology and a delegate of the International Electrotechnical Commission.

This Committee unanimously recognised the desirability of co-ordinating and unifying the results so far obtained in the matter of scientific and technical nomenclature through the remarkable work accomplished by the different international organisations.

In 1933, the Institute will begin this work of co-ordination.

4. *Collaboration between Scientific Museums.*

The Committee on Intellectual Co-operation has noted the work accomplished by the *Committee for the Co-ordination of Scientific Museums*, which met for the first time on July 16th at Geneva. The discussion turned on the need and possibility of developing consultations between these museums, with a view to defining the precise matters in which collaboration would be desirable. The Committee expressed a hope that an international scientific museums office would be set up in connection with the International Institute of Intellectual Co-operation to work on parallel lines to those followed by the International Museums Office.

5. *Handbook of Scientific Laboratories.*

Instructed to examine the possibility of publishing a handbook of research laboratories, the Institute has endeavoured to determine which branches of science should first be dealt with in this work. Its choice fell on physical

laboratories, and a questionnaire has been prepared, together with a list of the authorities to be consulted. This difficult work of documentation is proceeding.

V. — LIBRARIES : ARCHIVES.

Libraries. — In this field, the Institute has issued three new publications : the second edition of the *Index Bibliographicus*, a work of reference on current bibliographies on all subjects, compiled by M. Godet and M. Vorstius; the *Supplement to the Code of Abbreviations of Titles of Periodicals*; the *Guide to National Information Services, Loan Systems and International Exchanges*.¹

Archives. — The Committee of Expert Archivists considered it necessary to publish an *International Guide to Archives Services*, indicating in main outline the laws governing the operation of these services in each country. Other enquiries are proceeding with regard to a unification of archive terminology, an exchange of paleographical facsimiles, of courses, of lectures and the preservation of documents.

VI. — INTERNATIONAL MUSEUMS OFFICE.

Continuing its studies on the preservation of works of art, which, in 1930, led to the summoning of the Rome Conference, confined to painting and sculpture, the International Museums Office organised a further meeting of experts at Athens from October 21st to 30th, 1931. Its agenda consisted of problems concerning the protection and preservation of architectural monuments. In the proceedings, 120 specialists belonging to twenty-four countries took part.

This Conference formed a kind of introduction to the studies which the Office proposes to undertake. It afforded the experts an opportunity of examining a

¹ These volumes are on sale at the International Institute of Intellectual Co-operation

number of general questions and, at the same time, of drawing up a programme for the future work of the Office on this subject.

The Conference examined the various laws concerning the preservation and protection of artistic and historical monuments; it made a comparative study of the principles followed in the restoration of monuments and the methods adopted for their application. In this connection, distinguished archæologists and architects, who have themselves directed the work of restoring celebrated monuments, gave accounts of their experiences, particularly in the restoration of the Basilica of St. Demetrius at Salonica, of the Palace of Versailles, of the Castel Nuovo at Naples, of Utrecht Cathedral, of the Acropolis at Athens, etc. One discussion was devoted to the question of the restoration of the Acropolis.

The programme of the Conference also included an examination of certain extremely complex problems, such as the surroundings and neighbourhood of monuments.

Before dispersing, the Conference expressed a hope that the Intellectual Co-operation Organisation would in the future interest itself in the protection of monuments.

The International Museums Office has also developed its relations with national fine-arts institutions and departments.

The Committee on Intellectual Co-operation, being desirous of strengthening still further the ties which, through the International Museums Office already connect the various national fine-arts administrations, expressed a hope that countries would in the spirit of the League Covenant establish still closer and more definite co-operation for the purpose of ensuring the preservation of monuments and works of art, and suggested that children and young people should be taught to respect monuments.

Agreement between Casting Workshops. — Pursuing its enquiries with a view to encouraging the organisation of collections of casts, the Office has endeavoured to establish a basis of agreement between official casting workshops in the different countries, the object of reducing the

cost of casts and consequently facilitating their dissemination.

The preliminary negotiations opened by the Secretariat of the Office have justified the hope that an agreement in this matter is attainable, as the workshops concerned seem inclined to accept the principle of *surmoulage*.

During the year, the Office continued to publish its quarterly review, *Mousson*, endeavouring to widen still further the scope of its documentation. Five new volumes have been added to the collection.

VII. — POPULAR ART.

Regular collaboration has been established with the International Committee on Popular Arts. The annual meeting of the Bureau of the Committee took place on April 1st, 1932, at the Institute.

The publication *Popular Art* was issued towards the end of 1931. It consists of nearly 500 pages of text, with numerous illustrations and 200 plates. This work is the first publication of such magnitude on the subject of popular art. It has met with a very favourable reception, not only from experts, but also from the public.

VIII. — NATIONAL COMMITTEES ON INTELLECTUAL CO-OPERATION.

In 1932, liaison with the national committees on intellectual co-operation was further developed with excellent results. The execution of the Institute's programme of work has, moreover, been greatly facilitated by the frequent intervention of State delegates.

No new national committees were formed during the year 1931-32. Interesting exchanges of views have, however, taken place with a view to the organisation of committees in China, Colombia, India and Palestine. Special documentary material was placed at the disposal of leading authorities in Chinese intellectual circles, while conversations were conducted in connection with this matter by the Director of the International Institute of

Intellectual Co-operation on the occasion of his visit to the Far East; in response to the wishes of the Chinese Government, a plan was drawn up to facilitate cultural relations between China and foreign countries.

Three National Committees—those of Germany, the Netherlands and Switzerland—have been reorganised. In this connection, reference should be made to the growing tendency to associate with the work of the national committees the experts who assist in the work of the Intellectual Co-operation Organisation.

Several committees have forwarded to the Intellectual Co-operation Organisation reports or Minutes of their activities during the year.

Furthermore, the Institute has had to solicit the help of national committees in several of its enquiries. It has thus been able to obtain information, often of an extremely interesting and complete character, with regard to the bibliography of translations, collections of recorded music, popular libraries and popular arts for the employment of workers' spare time and the unification of characters used in writing.

In July 1932, the League Secretariat published a list of national committees.

IX. — WORK OF THE INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE IN ROME.

The Educational Cinematographic Institute in Rome, the activities of which have developed satisfactorily, has succeeded in bringing about, in a large number of countries, the creation of national committees which to some extent act as its correspondents. It has co-operated in an enquiry concerning the use of the cinema for the instruction of youth in the aims of the League. It has included in its programme various questions of current interest the moral right to copyright in respect of works which have become public property; cinematographic archives; the preservation of films of historical interest; the preparation of international catalogues of films of educational value.

With regard to the abolition of Customs barriers against educational films, the Institute, which had prepared a draft Convention, modified this Convention as a result of the observations made by the various Governments. In order to hasten the coming into force of the Convention, without having recourse to a diplomatic Conference, the Institute prepared, jointly with the Economic Committee of the League of Nations, a draft protocol, which was submitted to the Assembly. The latter expressed the opinion that a solution should be reached as soon as possible and instructed the Council to convene a meeting of Government delegates as soon as it deemed such a meeting to be desirable.

CHAPTER IX

POLITICAL QUESTIONS

- I. Appeal by the Chinese Government. — II. Dispute between Bolivia and Paraguay. — III. Situation in the Memel Territory. — IV. Claim by Finland against the United Kingdom. — V. Dispute between the United Kingdom Government and the Government of Persia. — VI. Request for Assistance by the Liberian Government.

I. — APPEAL BY THE CHINESE GOVERNMENT.

On December 10th, 1931, after a further examination of the Sino-Japanese conflict, laid before it on September 21st by the Chinese Government in virtue of Article II of the Covenant, the Council unanimously voted a resolution of which the main points were as follows; ¹

(1) Reaffirmation of the resolution of September 30th, the Chinese and Japanese Government being called upon to take all steps necessary to assure its execution so that the withdrawal of the Japanese troops within the South Manchuria Railway Zone might be effected as speedily as possible under the conditions set forth in that resolution;

(2) Undertaking by the parties to adopt all measures necessary to avoid any further aggravation of the situation and to refrain from any initiative which might lead to further fighting and loss of life; ²

(3) Without prejudice to the carrying out of the above-mentioned measures, appointment of a Commission of five

¹ See *The League of Nations from Year to Year, 1930-31*, pages 179 *et seq.*

² The Japanese representative agreed to this undertaking on the understanding that it was not intended to preclude the Japanese forces from taking such action, exceptionally, as might be rendered necessary to provide directly for the protection of the lives and property of Japanese subjects against the activities of bandits rampant in various parts of Manchuria.

members to study on the spot and to report to the Council, with the assistance of a Chinese and a Japanese assessor.

The Commission of Enquiry was formed on January 14th, 1932. Having elected Lord Lytton as Chairman, it left at the beginning of February for the Far East, where it was joined by the two assessors appointed by China and Japan, Mr. Wellington Koo, a former Prime Minister, and M. Isaburo Yoshida, Ambassador in Turkey, and by its Secretary-General, M. Robert Haas, Director in the Secretariat of the League of Nations.

On January 25th, 1932, at the opening of the ordinary session of the Council, the representative of China announced that, during the past few weeks, his country's relations with Japan had become extremely critical. Chinchow and the territory to the south as far as the Great Wall had been occupied; and Japanese military and naval forces were threatening Shanghai.

In consequence of serious incidents that had occurred at Shanghai between Chinese and Japanese, the Japanese residents there had asked for troops and warships to be sent to put down the anti-Japanese movement, which was taking, among other forms, that of a boycott.

The Japanese Consul-General addressed five demands to the Chinese Mayor of Greater Shanghai. Regarding the last two of these (adequate control of anti-Japanese movements; immediate dissolution of all anti-Japanese organisations encouraging sentiments of hostility and riots and anti-Japanese agitation), the Mayor intimated that there were difficulties (January 21st). On the same day, the admiral commanding-in-chief the Japanese naval forces announced that, if the Mayor's reply should be unsatisfactory, he was prepared to take suitable steps to protect the rights and interests of the Empire. On January 24th, Japanese naval reinforcements arrived off Shanghai. It was rumoured that, in the Chinese quarter of Chapei, the Chinese troops were also receiving reinforcements. On January 27th, the Japanese Consul-General requested a satisfactory reply to his demands by 6 a. m. next day. The Mayor, who had intimated to the neutrals that he would make all possible concessions in order to avoid a collision, succeeded in having the

Anti-Japanese Boycott Association shut down, and the Chinese police sealed up various offices during the night of January 27th-28th. On the morning of January 28th, the Japanese admiral notified the other foreign commanders of his intention of acting next morning if the Chinese had not sent a satisfactory reply. The Municipal Council of the International Settlement met and declared a state of emergency as from 4 p.m. the same day. At 4 p.m., the Japanese Consul-General informed the Consular Corps that a Chinese reply accepting all the Japanese demands had been received. He said that the reply was entirely satisfactory and that no steps would be taken for the moment.

Meanwhile, applying the measures provided for the state of emergency, the Defence Committee of the International Settlement allotted the various foreign forces to their respective sectors, the Japanese sector extending, in the Defence Committee's view, beyond the Settlement into the Chinese quarter of Chapei, where it formed a salient bounded on the west by the railway from Shanghai to Woosung. The Japanese naval headquarters is situated near the northern extremity of this salient, and in normal times there are posts of Japanese marines in two streets belonging to the Shanghai Municipal Council. On the ground of the state of emergency, the Japanese admiral announced at 11 p.m. that the Imperial Navy, rendered apprehensive by the situation at Chapei, where numerous Japanese subjects resided, had decided to send troops there, and hoped that the Chinese forces would be speedily withdrawn to the west of the railway. An hour later, Japanese marines and armed civilians proceeded in the direction of the railway and came into contact with the Chinese troops.

Such was the beginning of the Battle of Shanghai, which, despite the efforts of the Council and those Powers which had special interests in the Shanghai Settlements, was to continue until the beginning of March.

On January 29th, the representative of China addressed a further appeal to the Council, in virtue no longer of Article 11 of the Covenant alone, but of Articles 10 and 15.

The representative of Japan made some observations of a legal nature regarding the acceptability of the Chinese

application. The President of the Council observed that it was not for the Council, when a request had been submitted to it under Article 15, to decide whether that request was justified. It was sufficient for a Member of the League to invoke that article for the Secretary-General to be compelled to make all necessary arrangements for a full investigation and consideration.

On January 30th, the Secretary-General proposed that, in addition to the steps already taken by the Council, a Committee should be formed at Shanghai, consisting of the local representatives of the Members of the Council other than the parties to the dispute, with instructions to report on the causes and development of the situation. This Committee was formed immediately; the representative of the United States was also a member, and the Chairman was M. Ciano (Italy). It made a first report on February 6th.

On February 16th, in view of the aggravation of the situation at Shanghai, the Members of the Council other than the parties, in a pressing appeal to the Japanese Government, expressed regret that Japan had not found it possible to make full use of the methods of peaceful settlement provided in the Covenant, Article 10 of which stipulates that the Members of the League undertake to respect and preserve the territorial integrity and existing political independence of all the Members of the League. The Japanese Government replied on February 23rd that the strictly defensive measures it had taken did not infringe either the stipulations regarding peaceful settlement or the provisions of Article 10. In any case, it could not regard China as an "organised country" within the meaning of the Covenant of the League.

On February 19th, on an application by the Chinese Government under paragraph 9 of Article 15 of the Covenant, the Council referred the dispute to the Assembly.

During the succeeding days, hostilities continued in the Shanghai area. On February 29th, the Council met again. The President, M. Paul-Boncour, submitted to his colleagues, who approved them, proposals involving, *inter alia*, the immediate institution at Shanghai of a round-table conference of representatives of China, Japan and

the principal other Powers having special interests in the Shanghai Settlements for the purpose of restoring peace in the area, the meeting of the Conference being conditional upon local arrangements being made for the cessation of hostilities. The representatives of the parties expressed their appreciation of these proposals, and M. Sato (Japan) asserted that his Government had no political or territorial ambitions at Shanghai.

On March 3rd, the Assembly, in extraordinary session elected its President, M. Paul Hymans (Belgium), and its other officers.

On March 4th, after hearing the representatives of the parties, it passed the following resolution :

The Assembly,

Recalling the suggestions made by the Council on February 29th and without prejudice to the other measures therein envisaged :

(1) Calls upon the Governments of China and Japan to take immediately the necessary measures to ensure that the orders which, as it has been informed, have been issued by the military commanders on both sides for the cessation of hostilities, shall be made effective;

(2) Requests the other Powers which have special interests in the Shanghai Settlements to inform the Assembly of the manner in which the invitation set out in the previous paragraph is executed;

(3) Recommends that negotiations be entered into by the Chinese and Japanese representatives, with the assistance of the military, naval and civilian authorities of the Powers mentioned above, for the conclusion of arrangements which shall render definite the cessation of hostilities and regulate the withdrawal of the Japanese forces. The Assembly will be glad to be kept informed by the Powers mentioned above of the development of these negotiations.

There followed in the Assembly, constituted as a General Commission, a general discussion on the Sino-Japanese dispute, thirty-three Members of the League taking part. On the conclusion of this debate, the Assembly

unanimously passed the following resolution on March 11th :

I

The Assembly,

Considering that the provisions of the Covenant are entirely applicable to the present dispute, more particularly as regards :

- (1) The principle of a scrupulous respect for treaties;
- (2) The undertaking entered into by Members of the League of Nations to respect and preserve as against external aggression the territorial integrity and existing political independence of all the Members of the League;
- (3) Their obligation to submit any dispute which may arise between them to procedures for peaceful settlement;

Adopting the principles laid down by the acting President of the Council, M. Briand, in his declaration of December 10th, 1931;

Recalling the fact that twelve Members of the Council again invoked those principles in their appeal to the Japanese Government on February 16th, 1932, when they declared " that no infringement of the territorial integrity and no change in the political independence of any Member of the League brought about in disregard of Article 10 of the Covenant ought to be recognised as valid and effectual by Members of the League of Nations ";

Considering that the principles governing international relations and the peaceful settlement of disputes between Members of the League above referred to are in full harmony with the Pact of Paris, which is one of the cornerstones of the peace organisation of the world and under Article 2 of which " the High Contracting Parties agree that the settlement or solution of all disputes or conflicts, of whatever nature and whatever origin they may be, which may arise among them shall never be sought except by pacific means ";

Pending the steps which it may ultimately take for the settlement of the dispute which has been referred to it :

Proclaims the binding nature of the principles and provisions referred to above and declares that it is incumbent upon the Members of the League of Nations not to recognise any situation, treaty or agreement which may be brought about by means contrary to the Covenant of the League of Nations or to the Pact of Paris.

II

The Assembly,

Affirming that it is contrary to the spirit of the Covenant that the settlement of the Sino-Japanese dispute should be sought under the stress of military pressure on the part of either Party :

Recalls the resolutions adopted by the Council on September 30th and on December 10th, 1931, in agreement with the Parties;

Recalls also its own resolution of March 4th, 1932, adopted in agreement with the Parties, with a view to the definitive cessation of hostilities and the withdrawal of the Japanese forces; notes that the Powers Members of the League of Nations having special interests in the Shanghai Settlements are prepared to give every assistance to this end, and requests those Powers, if necessary, to co-operate in maintaining order in the evacuated zone.

III

The Assembly,

In view of the request formulated on January 29th by the Chinese Government invoking the application to the dispute of the procedure provided for in Article 15 of the Covenant of the League of Nations;

In view of the request formulated on February 12th by the Chinese Government that the dispute should be referred to the Assembly in conformity with Article 15, paragraph 9, of the Covenant and in view of the Council's decision of February 19th;

Considering that the whole of the dispute which forms the subject of the Chinese Government's request is referred to it and that it is under an obligation to apply the procedure of conciliation provided for in paragraph 3 of Article 15 of the Covenant and, if necessary, the procedure in regard to recommendations provided for in paragraph 4 of the same article :

Decides to set up a Committee of nineteen members—namely, the President of the Assembly, who will act as Chairman of the Committee, the Members of the Council other than the Parties to the dispute and six other members to be elected by secret ballot.

This Committee, exercising its functions on behalf of and under the supervision of the Assembly, shall be instructed :

(1) To report as soon as possible on the cessation of hostilities and the conclusion of arrangements which shall render definitive the said cessation and shall regulate the withdrawal of the Japanese forces in conformity with the Assembly resolution of March 4th, 1932;

(2) To follow the execution of the resolutions adopted by the Council on September 30th and December 10th, 1931;

(3) To endeavour to prepare the settlement of the dispute in agreement with the Parties, in accordance with Article 15, paragraph 3, of the Covenant, and to submit a statement to the Assembly;

(4) To propose, if necessary, that the Assembly submit to the Permanent Court of International Justice a request for an advisory opinion;

(5) To prepare, if need be, the draft of the report provided for in Article 15, paragraph 4, of the Covenant;

(6) To propose any urgent measure which may appear necessary;

(7) To submit a first progress report to the Assembly as soon as possible and at latest on May 1st, 1932.

The Assembly requests the Council to communicate to the Committee, together with any observations it may have to make, any documentation that it may think fit to transmit to the Assembly.

The Assembly shall remain in session and its President may convene it as soon as he may deem this necessary.

Before the vote was taken, the representative of Japan said that his Government was entirely in agreement with the fundamental principles set forth in the resolution and that its conduct would be guided by those principles. As, however, the Japanese delegation had raised objections on the Council to the application of Article 15 of the Covenant to the whole conflict, and was taking part in the Assembly subject to reservations in regard to those objections, it must refrain from voting. ¹

¹ The Chinese delegation, which also refrained from voting, not having yet received instructions from its Government, announced on March 12th that it accepted the resolution.

The Government of the United States of America expressed "its satisfaction at the action undertaken by the Assembly".

The Committee of Nineteen set up under the resolution was to include, in addition to the President of the Assembly and the Members of the Council other than the parties to the dispute, six other elected members — namely, Switzerland, Czechoslovakia,¹ Colombia, Portugal, Hungary and Sweden.

The negotiations recommended by the Assembly resolution of March 4th with a view to the conclusion of an armistice were initiated at Shanghai on March 14th between the representatives of China and Japan, with the assistance of the representatives of the four Powers having special interests in the Settlements. Difficulties arose, however, on two occasions; they were reported to the Committee of Nineteen, which deliberated upon them.

On April 29th, the Committee of Nineteen submitted a draft resolution to the Assembly, which unanimously adopted it on April 30th.²

It was noted in the resolution that the articles of the draft armistice negotiated at Shanghai conformed to the spirit of the resolutions of March 4th and 11th. The Assembly observed in particular that the Japanese Government undertook to carry out the withdrawal of its forces to the positions in which they were before January 28th. Emphasising that this withdrawal should take place in the near future, it noted that the draft agreement provided for the establishment of a Joint Commission including neutral members to certify the mutual withdrawal, to collaborate in arranging for the transfer of the areas evacuated by the Japanese forces to the Chinese police, and to watch, in such manner as it deemed best, the execution of the clauses of the armistice. The Commission would also have authority to call attention to any neglect in carrying out any of these clauses and could take decisions to that effect by a majority, the President having a casting-vote.

The Sino-Japanese Agreement was officially concluded at Shanghai on May 5th and came into force immediately.

¹ Czechoslovakia having become a Member of the Council in October, Turkey was then elected to the consequent vacancy in the Committee.

² The representative of Japan stated that he refrained from voting for the same reasons as on March 11th.

The withdrawal of the divisions sent from Japan to Shanghai began on May 6th and was completed on May 31st.¹

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* *

The Assembly, being called upon to consider the Sino-Japanese dispute as a whole, had informed the Council that it wished to receive the reports of the Commission of Enquiry.

The Commission, after staying from February 29th to March 11th at Tokio and Osaka, and from March 14th onwards at Shanghai, Nanking, Hankow, Tientsin and Peiping, reached Manchuria on April 21st and found the following situation :

After the extension of Japanese military operations both northwards — Harbin was occupied on February 5th, 1932 — and southwards, the civil administration in Manchuria had been reorganised after each occupation. On November 7th, 1931, a provisional Government formed in the province of Liaoning, the capital of which is Mukden, had broken off all relations both with the former authorities of the region and with the central Government at Nanking. Similar changes had taken place a little later in the other two Manchurian provinces — Kirin and Heilung-kiang. On March 9th, 1932, the local administrations had amalgamated in an "independent State" known as "Manchukuo".

On April 29th, the Commission despatched to the Council a preliminary report which, after giving particulars of the forces engaged in Manchuria (Japanese regulars, "Manchukuo" army and local police on one side, and former Chinese troops, volunteers and bandits on the other), stated that there was a general sense of insecurity in the three provinces.

Remaining in Manchuria until June 4th, the Commission then returned to Peiping, whence it announced, on June 14th, that it hoped to submit its report at Geneva not later than the middle of September.

¹ According to the report of the Commission of Enquiry, the Chinese estimate that the Japanese action at Shanghai cost them 24,000 soldiers and civilians killed, wounded and missing, and they put their material losses at about 1,500,000,000 Mexican dollars.

This communication raised a question on which the President of the Assembly invited the Committee of Nineteen to deliberate. The last paragraph of Article 15 of the Covenant stipulates that "in any case referred to the Assembly, all the provisions of this article and of Article 12 relating to the action and powers of the Council shall apply to the action and powers of the Assembly", and Article 12, paragraph 2, provides that "the report of the Council shall be made within six months after the submission of the dispute". If these two texts are taken together, it will be seen that, as the dispute was referred to the Assembly by the Council's resolution of February 19th, its report ought to have been made before August 19th. In those circumstances, the Committee of Nineteen decided on June 24th that, with the assent of the parties, a proposal should be made to the Assembly to the effect that the time-limit laid down in Article 12 of the Covenant should be extended so far as might be strictly necessary, on the understanding that such extension should not constitute a precedent. The length of the extension was to be fixed later, when the report of the Commission of Enquiry was received.

On June 23rd, the Chinese delegation had called the President's attention to the "serious situation" resulting from the adoption by the Japanese Diet of a resolution favourable to the recognition of "Manchukuo". The Chinese Government asked the Committee to request the Japanese Government to observe its obligations under the terms of the Council's resolutions of September 30th and December 10th, 1931, and to refrain from any initiative that might further aggravate the situation.

On July 1st, the parties having given their assent, the Assembly agreed to the proposed extension. The President stressed the fact that this was an exceptional measure. Further, he referred to the undertaking that the two parties had given to the Council not to aggravate the situation, and to the Assembly's resolution of March 11th, emphasising that the parties must abstain from any action that might compromise the success of the work of the Commission of Enquiry or of any efforts the League might make with a view to a settlement. Finally, he reminded the meeting that the Assembly had proclaimed on March

11th that it was incumbent upon the Members of the League of Nations not to recognise any situation, treaty or agreement which might be brought about by means contrary to the Covenant of the League of Nations or to the Pact of Paris.

After a further stay in Tokio from July 4th to 15th, the Commission of Enquiry returned on July 20th to Peiping, where it began to draft its report, the English text of which was signed on September 4th.

On September 22nd, the report reached Geneva, where it was published on October 2nd.

The report consisted of an introduction, defining the Commission's conception of its duties, and ten chapters.

The first three chapters showed that the events of Mukden on September 18th, 1931, had been the result of a long series of incidents which pointed to a state of tension in the relations between China and Japan. They dealt successively with the national aspirations of the Chinese Republic, the expansionist policy of the Japanese Empire and of the former Russian Empire, the spread of communism introduced from the Soviet Union and the economic and strategic needs of the three countries. It then reviewed the most important Sino-Japanese problems that arose in Manchuria before September 1931.

Chapter IV gave a narrative of events in Manchuria on and subsequent to September 18th. Regarding the events of the night of September 18th, the Commission arrived at the following conclusions :

The military operations of the Japanese troops during this night . . . cannot be regarded as measures of legitimate self-defence. In saying this, the Commission does not exclude the hypothesis that the officers on the spot may have thought they were acting in self-defence.

Chapter V surveyed the operations at Shanghai down to the final withdrawal of the Japanese troops.

Chapter VI dealt with " Manchukuo ". After summarising the various stages in the formation of this " new State ", the Commission asserted that " the present

regime cannot be considered to have been called into existence by a genuine and spontaneous independence movement". Although the heads of departments in the "Manchukuo" Government are Chinese residents in Manchuria, the main political and administrative power rests in the hands of Japanese officials and advisers. The Commission accordingly reached the conclusion that "there is no general Chinese support for the 'Manchukuo Government', which is regarded by the local Chinese as an instrument of the Japanese".

Chapters VII and VIII contained a survey of Japanese economic interests and the Chinese boycott, and of general economic interests in Manchuria. Attention was called to the fact that the struggle between Chinese and Japanese was not only military, but also economic, as China was using as a weapon the boycott of goods, ships, banks, etc. The Commission stated that, in China, boycotts were both popular and organised. The official encouragement given to the boycott of Japanese trade also implied a certain responsibility on the part of the Chinese Government, and the Commission expressed the hope that, in the interest of all States, the boycott problem might be regulated by international agreement at an early date.

The Commission expressed its conviction that the economic interests of Japan and China in Manchuria, taken by themselves, should lead to mutual understanding and co-operation and not to conflict. It added that the principle of the "Open Door" should be maintained, not only in law, but in fact, in the interests alike of Japan, of Manchuria and of the rest of China.

In Chapter IX, "Principles and Conditions of Settlement", the Commission, after stressing the complexity of the problems raised by the Sino-Japanese conflict, concluded that the mere restoration of the *status quo ante* would be no solution, and that the maintenance and recognition of the present regime in Manchuria would be equally unsatisfactory. To adopt the first solution would merely be to invite a repetition of the trouble; it would be to treat the whole question theoretically, and to leave realities out of account. As to the second solution, it did not appear compatible with the fundamental principles

of existing international obligations, or with a good understanding between China and Japan; it was opposed to the interests of China, it disregarded the wishes of the people of Manchuria and it was at least questionable whether it would ultimately serve the permanent interests of Japan.

Japan's demand for the establishment in Manchuria of a Government which would be capable of maintaining the order necessary for the economic development of the country was not, of course, unreasonable; but the economic future of Japan required that, not only Manchuria, but the whole Chinese market, should be open to her goods. The economic *rapprochement* between Japan and China, which was of vital interest to Japan, was of equal interest to China. China could assist this *rapprochement* by restraining the more intolerant tendencies of her nationalism and by giving effective guarantees that, as soon as cordial relations were re-established, the practice of organised boycott would not be revived. Japan, on her side, could facilitate this *rapprochement* by renouncing any attempt to solve the Manchurian problem by isolating it from the Chinese problem as a whole in such a way as to make impossible the friendship and collaboration of China.

Apart from China and Japan, other Powers of the world had also important interests to defend in the Sino-Japanese conflict. The considerations which had actuated the representatives of the Powers at the Washington Conference in 1922 were still valid, and it was still in the interests of the Powers to assist in the reconstruction of China. Any disintegration of China might lead rapidly to serious international rivalries. Finally, the interests of peace were one all the world over, and any loss of confidence in the application of the principles of the Covenant and of the Pact of Paris in any part of the world diminished the value and efficacy of those principles everywhere. Nor was it possible to overlook the part played by the Union of Soviet Socialist Republics in Manchuria, or the important interests which the Union had in that region. Any solution of the problem of Manchuria which ignored those important interests would risk a future breach of the peace, and would not be permanent.

The Commission accordingly enumerated the general principles to which, in its view, any satisfactory solution should conform. They were the following :

- (1) Compatibility with the interests of both China and Japan;
- (2) Consideration for the interests of the Union of Soviet Socialist Republics;
- (3) Conformity with existing multilateral treaties;
- (4) Recognition of Japanese interests in Manchuria;
- (5) Establishment of new treaty relations between China and Japan;
- (6) Effective provision for the settlement of future disputes;
- (7) Manchurian autonomy;
- (8) Internal order and security against external aggression;
- (9) Encouragement of an economic *rapprochement* between China and Japan;
- (10) International co-operation in Chinese reconstruction.

Finally, in the tenth chapter, the Commission submitted to the Council "Considerations and Suggestions" as an illustration of the way in which the conditions laid down in the preceding chapter might be met. Even if the formal recognition of "Manchukuo" by Japan should take place before the report was considered, the Commission did not think that its work would have been rendered valueless. It suggested that, if China and Japan would agree to discuss a solution of their dispute on the lines previously indicated, an Advisory Conference might be summoned as soon as possible to recommend detailed proposals for the constitution of a special regime for the administration of Manchuria. Such a conference might be composed of representatives of the Chinese and Japanese Governments and of two delegations representing the local population, one selected in a manner to be prescribed by China, and one selected in a manner to be prescribed by Japan, and possibly also of neutral observers. At the same time, the Chinese and Japanese Governments would discuss outside the conference — also, perhaps, with the help of neutral observers — the matters at issue between them. The results of these discussions and

negotiations might be embodied in four separate legal instruments :

- (1) A declaration by the Government of China constituting a special administration for Manchuria in the terms recommended by the Advisory Conference;
- (2) A Sino-Japanese treaty dealing with Japanese interests;
- (3) A Sino-Japanese treaty of conciliation and arbitration, non-aggression and mutual assistance;
- (4) A Sino-Japanese commercial treaty.

The Commission suggested that, before the meeting of the Advisory Conference, the broad outlines of the form of administration to be considered by that body should be agreed upon between the parties with the assistance of the Council of the League.

In submitting these considerations for the Council's examination, the Commission concluded :

Whatever may be the details of future agreements, the essential point is that negotiations should be begun as soon as possible and should be conducted in a spirit of mutual confidence.

On September 15th, a fortnight before the publication of the report, General Muto, who since August 8th had been on special mission in Manchuria for the Japanese Government as Ambassador Extraordinary and Plenipotentiary, signed, together with the Prime Minister of " Manchukuo ", a Protocol containing the following provisions :

Whereas Japan has recognised the fact that Manchukuo, in accordance with the free will of its inhabitants, has organised and established itself as an independent State, and,

Whereas Manchukuo has declared its intention of abiding by all international engagements entered into by China in so far as they are applicable to Manchukuo :

Now the Governments of Japan and Manchukuo have, for the purpose of establishing a perpetual relationship of good neighbourhood between Japan and Manchukuo, each

respecting the territorial rights of the other, and also in order to secure the peace of the Far East, agreed as follows :

(1) Manchukuo shall confirm and respect, in so far as no agreement to the contrary shall be made between Japan and Manchukuo in the future, all rights and interests possessed by Japan or her subjects within the territory of Manchukuo by virtue of Sino-Japanese treaties, agreements or other arrangements or Sino-Japanese contracts, private as well as public;

(2) Japan and Manchukuo recognising that any threat to the peace and order of either of the High Contracting Parties constitutes at the same time a threat to the safety and existence of the other, agree to co-operate in the maintenance of this national security; it will be understood that such Japanese forces as may be necessary for this purpose will be stationed in Manchukuo.

The present Protocol shall come into effect from the date of its signature.

On September 24th, the Council, which had been asked by the Japanese Government for at least six weeks in which to submit its observations on the report of the Commission of Enquiry, decided to grant this request.

On this occasion the President of the Council expressed regret that, even before the publication of the Commission's report, Japan should, not only by recognising, but also by signing a treaty with what was known as the Manchukuo Government, have taken steps which could not but be regarded as calculated to prejudice the settlement of the dispute.¹ For almost a year, the Council and the Governments which composed it had scrupulously refrained from uttering any word of judgment on the merits of that dispute, on the grounds that a Commission had been set up to investigate the dispute in all its bearings, and that, until that Commission's report had been considered by the organs of the League, the whole question was still to be regarded as *sub judice*.

The Council devoted its meetings from November 21st to 28th to the consideration of the Commission's report and the parties' observations. In reply to a question from

¹ On October 1st, the Committee of Nineteen expressed a like regret.

the President, Lord Lytton stated, on behalf of the Commission of Enquiry, that they had nothing to add to their report.

With regard to the recommendations made in the report, the Council was unable to find in the statements of the Chinese and Japanese representatives any possibility of agreement between the parties on which it could usefully open a debate or base any observations or suggestions to the Assembly.

Such being the case, the Council merely transmitted to the Assembly the report of the Commission of Enquiry, the observations of the parties, and the Minutes of its own meetings.¹

The Assembly met on December 6th. After a general discussion, in which twenty-five Members of the League, in addition to the parties, took part, it passed a resolution on December 9th, requesting the Committee of Nineteen to study the report of the Commission of Enquiry, the observations of the parties and the opinions and suggestions expressed in the Assembly, in whatever form they might have been submitted, and to draw up proposals with a view to the settlement of the dispute, and submit them at the earliest possible moment.

In pursuance of this resolution, the Committee of Nineteen drew up two draft resolutions and a statement of reasons. These documents, which were designed to illustrate the Committee's conception of how a settlement might be arrived at by conciliation, were communicated to the parties, who submitted observations.

Although the conversations entered into with the representatives of the parties afforded but little hope of an agreement being reached, the Committee felt bound to make every possible effort to bring about a settlement under Article 15, paragraph 3, of the Covenant. To enable the conversations to proceed, it decided on December 20th to adjourn to January 16th, 1933.

¹ Having regard to the reservation formulated by his Government, in connection with the application of Article 15 of the Covenant, the Japanese representative refrained from voting.

II. — DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

During the months of June and July 1932, while the Bolivian and Paraguayan delegates were pursuing at Washington, under the auspices of the Commission of Neutrals (United States of America, Colombia, Cuba, Mexico, Uruguay), the negotiations which had been instituted some months previously with a view to the conclusion of a bilateral pact of non-aggression, further grave incidents occurred in the Northern Chaco,¹ the Governments of each of the two countries placing the responsibility for aggression on the troops of the other.

The representatives of Bolivia and Paraguay brought this situation to the notice of the Secretary-General, and the President-in-Office of the Council, M. Matos (Guatemala), in a telegram dated July 29th, informed the Governments of Bolivia and Paraguay that he was anxiously watching developments in the matter. He begged the two Governments to lend their assistance to the other American Republics which were endeavouring to restore a peaceful atmosphere in the spirit of the Covenant.

On August 1st, 2nd and 4th, the President of the Council addressed further appeals to the parties. The Paraguayan Government replied that it had given repeated proofs of its intention to settle the boundary question with Bolivia by legal means or by arbitration. The Bolivian Government stated that, in response to the friendly request of the Commission of Neutrals at Washington, Bolivia had agreed to suspend the hostilities which she had been conducting in the Chaco. She hoped that the Commission of Neutrals would be able, on the basis of the League Covenant, to find a solution of the Chaco problem which would be both rapid and final.

In the first days of September 1932, however, Press reports indicated that matters had become worse, and on September 10th the President of the Council again intervened.

¹ See *Ten Years of World Co-operation*, pages 41 to 46, and *The League from Year to Year, 1929-30*, pages 130 *et seq.*

The Paraguayan Government replied on September 12th that the Commission of Neutrals was continuing its efforts at mediation and that, for that reason, Paraguay had refrained from having recourse to the League, but that she was prepared to accept any procedure that might be proposed to avoid an armed conflict, as well as arbitration or the jurisdiction of the Hague Court.

The Bolivian Government asserted that Bolivia was standing on the defensive, as the cessation of hostilities did not lie in her hands, and that she was prepared to accept a truce which would enable a fundamental solution of the dispute to be found.

On September 23rd, the Council, then in session, approved the action taken by M. Matos; it noted that certain American Republics were endeavouring to assist the parties in reaching a settlement and requested the two Governments to accept those good offices and to put an immediate stop to the hostilities; at the same time it appointed a committee consisting of the President-in-Office, Mr. de Valera (Irish Free State), the former President of the Council, M. Matos, and the representative of Spain to follow the development of events.

The Paraguayan Government, in reply to the Council's communication, stated that it was prepared to put an end to the struggle as soon as it had obtained assurances that further clashes would be avoided and efforts made to seek a solution of the dispute by international justice.

The Bolivian Government rejoined that the suspension of hostilities did not depend upon its own action in view of the Paraguayan offensive, which had never ceased, and that the case would continue to be dealt with by the good offices of the neutral Governments.

The Council informed the Commission of Neutrals of its desire to give the latter all possible support in its efforts, and the Commission stated, on September 30th, that it would give sympathetic consideration to any remarks which the Committee of the Council cared to convey to it.

On October 15th, the Council was again informed of the situation.

On November 5th, the Chairman of the Committee of Three appointed to follow the development of the dispute was informed by the President of the Commission of Neutrals that Bolivia and Paraguay had agreed to open direct negotiations under the auspices of that Commission with a view to the termination of hostilities and the arbitral settlement of the dispute.

On November 25th, as hostilities were still continuing in the Chaco, the President of the Council, Mr. de Valera, with the consent of his colleagues, informed Bolivia and Paraguay that it was their duty to put an immediate stop to the fighting, and called on them to accept without delay a proposal made by the Commission of Neutrals to send military representatives to the Chaco to ensure the cessation of hostilities.

On December 6th, in the Council, the President-in-Office emphasised the importance attached by the Council to the constitution and immediate departure to the spot of an impartial commission with wide powers.

On December 17th, the Council decided to support the proposals submitted by the Commission of Neutrals to the Governments of Bolivia and Paraguay with a view to a cessation of hostilities on the basis of equitable arbitration.¹ The Council subsequently authorised the Secretary

¹ The Commission of Neutrals suggested that the Governments should authorise their representatives at Washington to sign immediately a Convention providing for the cessation of hostilities within forty-eight hours; the withdrawal, forty-eight hours after the exchange of ratifications by telegraph, of the Paraguayan forces to the River Paraguay and of the Bolivian forces behind a line running from Fort Ballivian to Fort Vitrones; the despatch to the Chaco of a commission appointed by the Commission of Neutrals, for the purpose of verifying the withdrawal of the troops; the demobilisation of the armed forces of both countries to begin at the same time as the withdrawal of the troops; the guarding of the territory south-east of the line Ballivian-Vitrones and west of longitude $60^{\circ} 15'$ west of Greenwich by a force consisting of not more than 100 Bolivian police, and the territory south-east of the said line and east of longitude $60^{\circ} 15'$ west of Greenwich by a force of not more than 100 Paraguayan police; it would be understood that the Convention would in no way affect the rights of either of the two parties to the dispute.

Not more than fifteen days after the exchange of ratifications, the two parties would begin negotiations to determine the basis of arbitration and with a view to the constitution of the tribunal to which the case would be submitted. In the event of the failure of these negotiations, three experts appointed by the Geographical Societies of New York, London and Madrid would pronounce an opinion relating to the boundaries of the Chaco; after this opinion had been given, the Court of Arbitration accepted by the two

General to transmit through the League's wireless station a summary in English, French and Spanish of the Council's proceedings.

On December 20th, the Paraguayan Government replied that, as its country's very existence was threatened, it had the right to prescribe prior conditions, ensuring effective security for itself, before laying down its arms. Accordingly it was prepared to accept the cessation of hostilities only on the basis of the evacuation of the Chaco, disarmament and investigation into the responsibility for the war. Paraguay reiterated her decision to submit the fundamental dispute to international justice when peace was restored.

The Bolivian Government likewise stated on December 20th that it considered that by its previous replies it had accepted the principal points of the Commission of Neutrals' proposal, subject to the right to submit observations and remarks on the various articles. In view of Paraguay's refusal, however, Bolivia did not think it desirable to discuss any point of that proposal.

On December 31st, informing the Council that Paraguay had just withdrawn her delegate, the Commission of Neutrals stated that it had enquired of the four countries adjoining Bolivia and Paraguay what steps they would be prepared to take in order to prevent further bloodshed. The Commission added that it would be glad to keep the Council advised of developments and to make any suggestions for co-operation which might later be pertinent.

III. — SITUATION IN THE MEMEL TERRITORY.

On February 8th, 1932, the German Government drew the Council's attention to the situation in the Memel Territory, where the President of the Directorate,

parties would make an award, from which there would be no appeal, determining the territorial limits of the two countries in the Chaco. If, within the period of four months, the two parties failed to agree upon the court to which the case was to be submitted, the case would automatically be referred to the Permanent Court of International Justice. On the exchange of the ratifications of the Convention, all prisoners would be immediately released and diplomatic relations would be resumed.

M. Böttcher, had been deposed by the Lithuanian Governor and put under arrest.

The German Government considered these measures to be a breach of the Statute of Memel, and, on the basis of Article 17 of the Convention of May 8th, 1924, asked that the question should be placed on the Council's agenda as urgent.

On February 9th, the Lithuanian Government replied that the steps it had been obliged to take were not, in its opinion, contrary to the Convention or the Statute. M. Böttcher had been deposed because he had entered into negotiations with the German Government behind the backs of the responsible central authorities; he had been temporarily kept in barracks to prevent any disturbance. The Governor, moreover, had already got into touch with the President of the Diet with a view to the formation of a new Directorate.

The Council heard statements from the German and Lithuanian representatives and approved the conclusions of a report submitted by M. Colban, representative of Norway. It was noted that the Lithuanian Government intended to observe its international obligations under the texts applicable to Memel and that it would endeavour to establish a Directorate according to the conditions laid down in the Statute. The report added that immediate steps should be taken to deal with the abnormal situation that had been created in the Territory and to prevent it from being aggravated in any way, the establishment of a Directorate having the confidence of the Memel chamber being most desirable.

The Council could express no opinion on M. Böttcher's dismissal until the question of the Governor's right to dismiss the Directorate had been settled. If that right were admitted, the question whether the circumstances warranted its exercise would still remain to be decided. The Powers signatories to the Memel Convention (the United Kingdom, France, Italy and Japan) were entitled to deal with questions of law among themselves on the basis of Article 17, paragraph 2, of the Memel Convention.

On April 11th, the Governments of the United Kingdom, France, Italy and Japan filed with the Permanent

Court of International Justice an application against the Lithuanian Government concerning the differences of opinion raised by the interpretation of the Statute of Memel.¹

IV. — CLAIM BY FINLAND AGAINST THE UNITED KINGDOM.

In September 1931, the Finnish Government brought before the Council a claim against the British Government in regard to the use by the latter Government of Finnish merchant ships during the war; the Council instructed a Committee to consider as a preliminary question whether it was desirable for the Council to take up the matter.

The Committee presented its report to the Council in January 1932, stating that in its opinion it was not necessary to invoke any special article of the Covenant in making an appeal to the Council, but that, in the present case, the Council was competent under paragraph 2 of Article 11 of the Covenant. In view of the attitude of the British Government, the Committee thought it would be well to consider first whether the Finnish shipowners had or had not exhausted the means of recourse placed at their disposal by British law, and afterwards whether the fact that those shipowners had not exhausted the means of recourse in question constituted an obstacle such as to prevent the Finnish Government from claiming compensation from the British Government. In any case, the Council could subsequently make whatever proposal or suggestion it might think fit. The Committee also pointed out that the Council might ask for an advisory opinion from the Permanent Court of International Justice if any matter relating to these two questions still remained unsettled.

After a discussion by the Council, in particular as to the application of Article 11 of the Covenant to the case in question, the matter was adjourned to the May session.

Before that session opened, the Council was informed by the representatives of the two Governments that they

¹ See Chapter II, "The Permanent Court of International Justice".

had agreed as to the method of settling the first questions arising out of the Finnish claim. The Council congratulated the parties on this agreement. The parties stated that they would keep the Council informed of subsequent developments.

V. — DISPUTE BETWEEN THE UNITED KINGDOM GOVERNMENT AND THE GOVERNMENT OF PERSIA.

On December 14th, the United Kingdom Government, acting in virtue of Article 15 of the Covenant, referred to the Council a dispute between that Government and Persia concerning the Anglo-Persian Oil Company's concession.

As the result of a disagreement between the company and the Persian Government concerning the method of calculating the 16 per cent royalty due to Persia on the net profits of the undertaking, the company's concession was cancelled at the end of November 1932.

The Persian Government refused to refer the case to the Permanent Court of International Justice, and consequently the British Government, desirous that the dispute should be settled by friendly agreement, asked the Council to take suitable steps to ensure the maintenance of the *status quo*.

On December 17th, the Persian Government announced that it had already decided to bring the dispute before the Council, and that, pending an agreement with the Anglo-Persian Oil Company, it had taken no steps against the company, and had no intention of doing so. It further urged that the Council should not consider the case until a Persian representative furnished with the necessary papers had reached Geneva.

The President-in-Office of the Council sent the two parties the following telegram :

Am fully confident that pending examination Council of dispute between Governments of United Kingdom and Persia concerning Anglo-Persian Oil Company, the two Governments will refrain from any act or step that might aggravate or extend the dispute.

The Persian Government later submitted a memorandum on the dispute. The memorandum described the privileges granted to the Anglo-Persian Oil Company and the obligations entered into by the company. It referred to frequent alleged breaches by the company of its engagements, not only as regards the calculation of the 16 per cent royalty due to the Persian Government, but also as to the carrying out of the terms of the contract. The Persian Government urged that the company should either negotiate with the Government, which was ready to conclude a new contract on an equitable basis, or apply to the Persian courts. The British Government's intervention, however, was represented as being due to a misunderstanding : to interfere between the parties amounted to an endeavour to remove from the courts of the country a dispute which naturally lay within their jurisdiction, and thereby infringe the judicial independence of Persia.

On December 19th, the Council, after hearing a statement on the position by the President and the Secretary-General, decided to postpone the question until its session of January 1933.

VI. — REQUEST FOR ASSISTANCE BY THE LIBERIAN GOVERNMENT.

In Liberia, the League has dealt with two separate problems. It has laid down the main lines of a plan for administrative, sanitary and financial reform which has received the approval of the Liberian Government : and it has co-operated with the Liberian Government in the pacification of the Kroo coast.

(1) *Plan of Reform.*

The report of the experts sent by the League to Liberia contained suggestions for a number of reforms in matters of general administration, public health, finance and justice. It recommended, *inter alia*, that foreign experts should be nominated by the League and should be granted wide powers by the local Government, and it concluded with a programme covering public health, land-prospecting and the development of the road system.

The experts, in submitting their report, remarked that the resources of Liberia were inadequate to meet the expenditure involved by a plan of assistance, and further that it would be impossible to secure the necessary funds on the market. They therefore suggested that negotiations should be opened with two American groups — namely, the American Finance Corporation, which had a loan agreement with the Liberian Government, and the Firestone Plantations Company, which had been granted a rubber concession by that Government.

This solution appeared to them to be one by which all the parties would gain. The American Finance Corporation, to whom the suggestion was referred, although unwilling to give a definite undertaking, expressed itself ready to give careful and sympathetic attention to any proposals brought before it, provided that the experts' plan was made the basis of a definite programme, with adequate administrative, financial and judicial guarantees. The Firestone Plantations Company also declared that it was ready to give every possible consideration to the general interests of Liberia.

During May 1932, the Council examined the experts' report and came to the conclusion that the proposed programme should be replaced by one less extensive in scope.

The matter was therefore referred back to the experts, who submitted a new scheme. Under this scheme, six foreign specialists would be engaged to co-operate with the Government as commissioners for the administration of the provinces; two foreign public health experts would be appointed to manage the sanitary services; finance would continue to be dealt with by the present Financial Adviser and his assistants, and a Chief Adviser accredited to the Central Government would be appointed by the League. Finally, any difficulties arising out of the execution of the plan were to be submitted to the Council of the League.

The delegate of the United States on the Special Committee which dealt with the proposed plan of assistance declared that his Government would not be disposed to recommend the Firestone Plantations Company to enter

upon any financial negotiations until the Liberian Government had accepted a satisfactory administrative plan. The Council therefore requested the Liberian authorities to state at the earliest possible moment whether they were prepared to accept the general principles on which the draft scheme was based.

Before the plan of assistance could be put into force, it was thus necessary, first, that it should be accepted by the Liberian Government, and, secondly, that an agreement should be concluded between the American groups concerned. The object of this agreement would be to secure from the groups the grant of a moratorium and the payment of a certain sum for the financing of the plan of assistance and the revision of existing contracts.

The Liberian Government notified its acceptance of the plan, subject to the satisfactory conclusion of negotiations with the Firestone Plantations Company and the American Finance Corporation. These negotiations were to take place in November, but will have to be postponed, as the American Finance Corporation considered it advisable first to make an enquiry on the spot into the real situation in Liberia. For this purpose the company sent Mr. Lyle, its Vice-President, to Monrovia, where he landed on December 11th.

(2). *Pacification of the Kroo Coast.*

As the result of certain incidents between the Kroo tribes and the frontier force involving bloodshed, numbers of Kroos had fled for refuge into the forest, refusing to negotiate with the Liberian authorities or to return to their homes. A very serious situation thus arose, as the condition of the tribes was precarious in the extreme; they had no shelter and no means of subsistence, and the rainy season was approaching.

In agreement with the Liberian Government, the Council decided to send a representative to the Kroo district in order to effect a pacification of the tribes; this task was entrusted to Dr. Mackenzie.

Dr. Mackenzie left Geneva on June 15th, and reached Monrovia on the 26th of the same month. At that time,

all the tribes of the Kroo coast, who were fully armed, were at war, either with each other or with the Government. Some eighteen tribes were involved in these hostilities, which had their origin in land disputes, in rebellions against unpopular chiefs and in the personal ambitions of other chiefs. They had led to the destruction by fire of some forty-four local centres and were responsible for a considerable number of casualties, both killed and wounded.

Four tribes, composed of some 12,000 men, women and children, had been driven into the bush, where their condition gave grounds for anxiety. The situation was further complicated by the fact that two of the Kroo tribes had remained loyal to the Government.

This movement, inspired and encouraged by certain politicians from among the more advanced Kroos in Monrovia, was being followed with the closest interest by the Kroo colonies in Sierra Leone and the Gold Coast, who tried to take part in the dispute, or to provide the combatants with contraband arms and ammunition.

The results of Dr. Mackenzie's visit to the Kroo coast, where he spent two months, were eminently satisfactory. All the disputes were brought to an end, and, of the four tribes which had been driven into the bush, two returned to their lands. The other two will remain in the bush for a year, subject to certain conditions to which they have agreed. All the tribes on the Kroo coast, both hostile and friendly, were completely disarmed. The hostile tribes of that coast were all visited personally by the representative of the Council, who was able thus to settle the various problems peculiar to the individual tribes. The land disputes still pending between the tribes on the Kroo coast were settled in detail. Peace celebrations in accordance with native custom were held on the Kroo coast in every case, about twenty tribes being involved. The authority of the leading chiefs was restored.

^{65.207} Dr. Mackenzie explains in his report to the Council that, throughout his mission, he was assisted by the representative of the Liberian Government, the Honourable F. A. K. Russell, who worked in complete accord

with him and enabled him to carry his work to a successful conclusion. He emphasises that the measures taken are purely provisional and hold good for a period of one year, pending the institution of a Government Lands Commission and the establishment of peace on sound foundations.

CHAPTER X

PROTECTION OF MINORITIES

- I. The Protection of Minorities and the Thirteenth Assembly. — II. Minorities in Poland. — III. Minorities in Upper Silesia. — IV. Minorities in Roumania. — V. Consideration of Petitions by Minorities Committees.

I. — THE PROTECTION OF MINORITIES AND THE THIRTEENTH ASSEMBLY..

On the motion of the German representative, the work of the League regarding the protection of minorities was discussed in the Sixth Committee of the Assembly.

Differences of opinion were expressed with regard to the competence of the Assembly and the Sixth Committee in the matter. The Yugoslav representative declared, on behalf of the delegations of Czechoslovakia, Greece, Poland, Roumania and Yugoslavia, that, according to the minorities treaties placed under League guarantee, the Council alone had the right to judge whether the treaties were being properly applied.

The Polish delegation held that the League's work in connection with minorities could never completely satisfy the moral conscience of the world until the claims of minorities were inspired solely by reasons connected with their object and until all minorities were protected. The same delegation also felt that the Sixth Committee might with advantage give its opinion in the case of minorities not protected by special treaties.

The German delegation advocated a method of procedure likely to ensure a more effective protection of minorities. It also proposed the creation of an advisory body, consisting of persons independent of the States which had signed minority undertakings, to advise both the

Minorities Committees and the Council. While some delegations approved of this idea, others refused to consider it unless the protection of minorities were extended to cover all the States Members of the League.

Further, certain delegations emphasised the importance of publicity in regard to the protection of minorities; others asked that the provision in the Madrid resolution for the setting up of Minorities Committees of five members should be interpreted in as broad a sense as possible, and that these Committees should hold meetings in the intervals between Council sessions more often than hitherto.

II. — MINORITIES IN POLAND.

The Council dealt with several matters concerning the protection of minorities in Poland.

On the suggestion of a Minorities Committee consisting of representatives of the United Kingdom, Italy and Norway, the Council, in September 1931, decided to consider in January 1932 a number of petitions relating to the Ukrainian minority in Poland.

According to these petitions, the Ukrainian population of the voivodies of Lwow, Stanislawow and Tarnopol had, during the summer and autumn of 1930, been treated by the Polish authorities in a manner contrary to the provisions of the Polish Minorities Treaty with reference to the protection of life and liberty, and *de jure* and *de facto* equality of treatment for majority and minority.

The Council's Rapporteur referred to the danger of allowing the League machinery for the protection of minorities to be used for promoting malicious propaganda against States, and observed that the information received did not seem to countenance the idea that the Polish Government's intention was to pursue a systematic policy of oppression and violence towards the Ukrainian minority. It appeared that in Eastern Galicia certain Ukrainian organisations had initiated a campaign of terrorism. But the original causes which had led up to the situation could not justify the conduct with which certain reports charged the authorities. The Polish Government had inflicted penalties to prevent the recurrence of similar

events; the Rapporteur, however, expressed regret that it had not seen its way to grant compensation to the innocent victims of the abuses. He concluded by expressing the hope that the Polish Government would steadily adhere to its line of conduct and that its proposed policy of conciliation would meet with a sincere and loyal spirit of co-operation both amongst the population concerned and amongst its own representatives; this being an essential condition for the success of such a policy.

After a discussion, during which the representative of the United Kingdom, speaking as Chairman of the Committee which had studied the question, expressed the hope that the Polish Government would resolutely proceed to take measures of conciliation and pacification, the conclusions of the Rapporteur were adopted.

The Council also dealt with the carrying out of agrarian reform in Poland. On January 19th, 1932, the German Government drew the Council's attention to a question concerning the application of that reform which was the subject of petitions to the League from M. Graebe, a deputy in the Polish Sejm.

According to the petitions, the agrarian reform in the voivodies of Poznan and Pomorze was being carried out in such a manner as to constitute discrimination against the German minority.

The Council, at its May session, took the view that the question before it was in substance the same as that which, in 1930-31, had been referred by it to a Minorities Committee consisting of the representatives of Persia, Italy and the United Kingdom, and it requested the Japanese representative, with the assistance of the Italian and United Kingdom representatives, to prepare a report.

Accordingly, on December 9th the Rapporteur submitted to the Council a report containing, not a strictly legal settlement, but proposals which, in his opinion, would enable a practical solution to be found which would take duly into account the legitimate interests of the minority. This solution involved the suspension of the measures contemplated by the Polish Government, until the disproportion between the contribution of the majority and

of the minority to the agrarian reform had been completely rectified (about 5,500 hectares for the voivodie of Poznan and 3,900 for that of Pomorze).

The German representative thanked the Committee for the efforts it had made to find a solution, but stated that he did not consider the proposed solution satisfactory. The question at issue was whether the law of a country could be applied in such a way as to discriminate against the members of a minority. The method proposed by the Council would not remedy the just grievances of the minority; and he therefore declared his inability to accept a report which did not contain effective guarantees that the admitted injustice of which the German minority was the victim would be remedied.

The Polish representative observed that the German Government's opposition to the report rendered the proposed settlement void. He added that the German Government's attitude in bringing before the Council questions referred to a Minorities Committee seemed to him hardly compatible with the spirit or even with the letter of the Minorities Treaty.

On the motion of the Rapporteur, the Council instructed the Committee to reconsider the problem in the light of the German representative's remarks.

On December 19th, the Rapporteur informed the Council that, after further consideration of the matter, and after an exchange of views with the German delegation, he was unable to submit a proposal acceptable to all the members of the Council. He therefore suggested, and the Council agreed, to a further adjournment of the question till January 1933.

III. — MINORITIES IN UPPER SILESIA.

The Council in October 1932 considered two petitions from the Union of Poles in Germany concerning the Polish minority in German Upper Silesia.

The Rapporteur, after dealing with the individual cases, pointed out that most of them arose outside the territories to which the Geneva Convention of May 15th,

1922, applied, and that the Council had therefore no power to deal with them. He added that some of the other cases mentioned had already been brought before and decided by the President of the Mixed Commission, and that several had even been considered by the Council.

The rest of the cases cited were, in the Rapporteur's opinion, not sufficiently important to be dealt with by the Council; he therefore proposed that they should be transmitted to the German Government for submission to the local procedure in force in Upper Silesia.

The Polish representative recognised that the Council had no power to deal with cases occurring outside the territory to which the 1922 Convention applied, but pointed out that it must once more be admitted that there were two classes of minorities : those which were protected and those for whose rights there was no international safeguard.

The German representative referred to the findings of the report as to the unimportance of the cases mentioned, and concluded that petitioners were rendering ill service to the minorities by putting forward unfounded complaints calculated to prejudice the cause of pacific co-operation between two groups of the population; the German and Prussian Governments attached no less importance than the Council to the development of such co-operation.

At the same meeting the Council referred to a Committee of Jurists the following question, raised by a petition of the Polish Catholic Schools Association for Upper Silesia :

Under the provisions of the Geneva Convention, have the authorities the right to demand that pupils of minority private extension or vocational schools, established in virtue of Article 115 of the said Convention, shall at the same time attend State schools until the instruction given in the private schools has been declared adequate by the competent authorities?

During the year the Council also dealt with various petitions concerning individual cases relating to the protection of the German minority in Upper Silesia.

It considered in particular petitions from the Prince of Pless, who protested against the pressure alleged to

have been brought to bear by the Polish authorities for the purpose of rendering Polish his father's undertakings. The discriminatory measures mentioned in the petition were : (1) the curtailment of the share of the Pless mines in the coal deliveries for the Polish State Railways, and (2) the fiscal measures alleged to have been taken against the Pless management.

After consideration, the Council, at its January 1932 session, declared the matter terminated; but, as the result of a further petition from the Prince of Pless, the German representative informed the Secretary-General of the League of Nations that his Government was submitting for decision by the Permanent Court of International Justice, in virtue of paragraph 3 of Article 72 of the 1922 Convention, the question involved in the petitions from the Prince of Pless. The Council took note of this communication at its May session, and declared its consideration of the matter closed.

IV. — MINORITIES IN ROUMANIA.

The Council first considered the petition from representatives of the descendants of the former Szekler (Hungarian) Frontier Guards Regiment¹ at its January 1932 session, and in May requested the Roumanian Government to endeavour, with the assistance of the Council's Rapporteur, the representative of Japan, and of the representatives of the United Kingdom and Norway, to find a practical solution of the problem.

The Committee, setting aside the legal aspect of the matter and endeavouring, in the words of the Rapporteur, to find a solution which would "safeguard the legitimate interests of the minority while being consonant with the supreme interest of the State", reached the following conclusions :

Up to 1923, there existed in the district of Ciuc (Transylvania) a property consisting of approximately 45,000 arpents² of forest, 17,000 arpents of pasture-land and arable land, and

¹ See *League of Nations Year-Book*, 1931-32, page 193.

² One arpent = 0.575 hectare.

certain buildings in the town of Mercurea Ciuc and in other towns in the Ciuc district. This property was employed, in the form of an autonomous administration (Administration of Ciuc Property), for the upkeep of certain educational and charitable works for the benefit of part of the Hungarian population of the country which consisted of the descendants of members of the former Szekler (Hungarian) Frontier Guard Regiment.

In 1923, the Roumanian State, taking the view that it was the owner of that property, in its capacity as Successor State to the Hungarian State, took possession of it, and, in virtue of the agrarian reform, a considerable part of the forest and pasture-land (about 32,000 arpents) was distributed to ten communes in the form of communal property, and, either to churches or to peasants, in the form of individual lots. The rest of the land (approximately 30,000 arpents) remained in the possession of the State. As regards the buildings, it was decided to instal in them various public administrations, while some were to be used for their original purposes, particularly those housing the educational or charitable institutions which, until 1923, had been kept up by the Administration of Ciuc Property.

The Committee considered first the possibility of applying to the Roumanian Government for the entire restitution of that part of the property which had remained in its possession or for the payment of compensation. The negotiations carried on with this object showed, however, that in the present circumstances it was neither expedient nor practical to proceed on these lines.

The Committee, however, realised that the desired purpose might be attained if the Roumanian Government would agree to the partial restitution of the former property and would undertake part of the charges previously borne by the former Administration of Ciuc Property.

On this basis the Committee made proposals which the Council, noting that they were accepted by the Roumanian Government, approved on September 27th, 1932. The matter was then declared closed.

V. — CONSIDERATION OF PETITIONS BY MINORITIES COMMITTEES.

The procedure as regards petitions from minorities was regularly applied during 1931-32. Minorities Committees met, not only during sessions of the Council, but

also between its sessions, during the special Assembly and during the meetings of the Conference for the Reduction and Limitation of Armaments.

Whenever the consideration of a matter was closed without the members of the Committee in question asking that it should be placed on the Council's agenda, the members informed the other members of the Council by letter of the results of their investigation.

In a number of cases these results were published, in accordance with the resolution of June 13th, 1929, with the consent of the Government concerned, by the inclusion of the letters in the League's *Official Journal*. In accordance with the same resolution, the *Official Journal* also published (in August 1932) statistics of the number of petitions received by the Secretariat of the League during the year June 1931 to May 1932, the number declared receivable, the number of committees, the number of meetings of committees for the examination of petitions, the number of petitions the investigation of which by a committee was closed, etc.

CHAPTER XI

MANDATES

- I. Emancipation of Iraq. — II. Frontier between Syria and Iraq, and between Syria, the Jebel Druse and Trans-Jordan : 1. Frontier between Syria and Iraq; 2. Syrian, Jebel Druse and Trans-Jordan Frontier. — III. Examination of Annual Reports : 1. Syria and the Lebanon; 2. Palestine; 3. Tanganyika; 4. Western Samoa; 5. Other Mandates. — IV. Petitions. — V. General Questions.

Attention in 1932 was directed to three important events : the emancipation of Iraq and its entry into the League of Nations; the demarcation of the frontier line between Iraq and Syria on the one hand and between Syria, the Jebel Druse and Trans-Jordan on the other hand; the application in Syria and the Lebanon of the Organic Statute, promulgated in May 1930.

I. — EMANCIPATION OF IRAQ.

The rules laid down in 1931 as applicable to requests for the emancipation of a territory under mandate A having been approved by the competent bodies of the League, the Council, on the request of the United Kingdom Government (September 4th, 1931), entrusted the Mandates Commission with the task of studying the particular case of Iraq in the light of the principles which the Commission itself had previously defined.

According to these principles, any request for emancipation, to be favourably received, should be subject to the fulfilment of certain *de facto* conditions and to the existence of certain guarantees required in the interests both of the mandated territories concerned and of the international community.

The Permanent Mandates Commission, in January 1932, submitted an opinion to the Council. Basing its views on the information provided by the United Kingdom Government in its annual reports and on the authority of the mandatory Power, it considered that the termination of the mandatory regime appeared to be possible. It pointed out that a mandated territory, in order to be emancipated, need not necessarily have reached an ideal standard of administrative efficiency and stability; nor need it be able to challenge comparison with the most highly developed and civilised nations in the modern world.

Reviewing the *de facto* conditions which it had laid down in its theoretical study on requests for emancipation, the Permanent Mandates Commission thought it might be assumed that Iraq possessed a settled Government and an administration competent to maintain the regular operation of the essential public services. The Government of Iraq, moreover, was capable of maintaining peace throughout its territory; it had at its disposal adequate financial resources to provide regularly for normal Government requirements; it possessed laws and a judicial organisation which, subject to certain guarantees, would afford uniform justice to all. The Commission added that, although Iraq could not be regarded as capable of maintaining its territorial integrity and political independence against a foreign aggressor by means of its own national forces, it would, if admitted to the League, enjoy the guarantees of security derived from the Covenant and, in the event of aggression, be entitled to immediate help from the United Kingdom in virtue of the Anglo-Iraqi Treaty of Alliance of 1930.

The *de facto* conditions being thus fulfilled, it remained to settle the question of the guarantees to be furnished by Iraq as a condition of her emancipation. The Mandates Commission recommended that these guarantees should bear on the following points :

1. The effective protection of racial, linguistic and religious minorities;
2. Safeguard of the interests of foreigners in judicial matters;

3. Freedom of conscience and the safeguard of the activities of religious missions;

4. Rights acquired and financial obligations contracted by the mandatory Power before the termination of the mandate;

5. Respect for international conventions;

6. Concession to the States Members of the League of Nations, under certain conditions, of most-favoured-nation treatment, subject to reciprocity;

7. Recognition of the right of Members of the League represented on the Council to lay before the Permanent Court of International Justice any difference of opinion arising out of the interpretation or execution of the undertakings assumed by Iraq.

The Council adopted the recommendations of the Commission in their entirety, and declared itself in principle prepared to pronounce the termination of the mandatory regime in Iraq when that State should have signed the undertakings intended to safeguard the interests of the various communities settled in her territory. But the Council added that the termination of the mandate must be subject, not only to the fulfilment of the *de facto* conditions and the existence of certain guarantees, but also to the admission of Iraq to the League of Nations.

To facilitate the drawing up of a draft declaration of guarantee, the Council appointed a special committee to work in collaboration with the representative of the Iraqi Government. This declaration, which was later signed and ratified by Iraq, is divided into two chapters.

The first is exclusively devoted to minorities. Its provisions are similar to those embodied in the present minorities treaties, but it contains special clauses dealing with the personal and family status of non-Moslem minorities, the use of Kurdish in Kurdish districts as an official language and the recruiting of officials.

The second contains other guarantees. For example, the Government of Iraq consents, subject to reciprocity, to grant all States Members of the League most-favoured-nation treatment for a period of ten years; it provides a uniform judicial system applicable to all nationals of Iraq and to all foreigners; it agrees to consider itself bound by the international agreements and conventions

to which it subscribed during the mandatory regime; it undertakes to respect rights of every kind acquired by individuals, companies or legal persons before the extinction of the mandatory regime and to carry out all financial obligations assumed on its behalf by the mandatory Power; it also agrees that all differences of opinion with Iraq concerning the application of these guarantees shall be submitted to the Permanent Court of International Justice by any Member of the League represented on the Council.

The preliminary guarantees for the emancipation of Iraq being accepted, the United Kingdom Government sent the Secretary-General on July 21st a request for the admission of Iraq to the League. This request, included on the agenda of the ordinary Assembly, came up for consideration, and on October 3rd Iraq was unanimously admitted to the League.

On this occasion the President of the Assembly spoke as follows :

Now, after many centuries of foreign domination, Iraq has at last recovered her liberty, and she may, if she so wishes, revert to the traditions of the fabulous civilisation whose glory and splendour the names of Nineveh and Babylon have perpetuated in the memory of mankind. Henceforward she will know no other form of submission than that which is known to all of us here : obedience to the rules of international law and respect for the general obligations specifically assumed towards the League of Nations.....

The event shows that the institution of mandates is not, as its detractors and those of the League may have thought, a hypocritical mask for annexation in disguise, but a necessary apprenticeship through which, before reverting to or achieving liberty, the peoples must necessarily pass who have perhaps lost or are not yet experienced in the use of it. When we see, as the example before us shows, that this is indeed the case, we must rejoice at the existence of an institution capable of producing such results, and must congratulate alike the people which has employed it for its own emancipation and the Power which has successfully acquitted itself of its task as educator.

The United Kingdom of Great Britain and Northern Ireland has given the world yet another signal proof of the supreme virtues of liberalism and magnanimity and of its rare administrative and political ability. The civilising mission which

that Power is carrying on in the most diverse and remote parts of the globe offers, as it has always offered, a guarantee of order and prosperity and constitutes at the same time a school of energy and liberty.

May I, on behalf of the Assembly, extend to the United Kingdom Government an expression of our gratitude and our admiration?

I should be falling short of my duty were I to omit, in this expression of our thanks for the work carried out in Iraq, the Permanent Mandates Commission. That body may justly claim its share in the success of the institution over whose sound working it is responsible for watching.

*
* *

The mandate for Iraq terminated before the Commission's meeting on November 3rd. The Mandates Commission, however, examined the last annual report of the United Kingdom Government on the administration of the territory, refraining, in view of the circumstances, from submitting to the Council any detailed observations thereon. It merely pointed out that its previous recommendations concerning the denial of justice suffered by the Bahai Sect had not been carried out. ¹

The Commission, on the formal request of the Council, which itself was carrying out a recommendation made by the United Kingdom Government, also examined various petitions from the Assyrian community in Iraq. In these petitions, which reached the Commission prior to the termination of the mandatory regime, the Assyrians had made the following demands :

1. Mass transfer to a country under the rule of any of the Western nations, or, if this were not possible, to Syria;
2. Recognition as a "millet" (nation) domiciled in Iraq;
3. Restoration of their former homes in the regions from which they came, now in Turkish territory, or, failing that, the constitution of a "national home" open to all Assyrians;
4. Attribution to the Assyrian community of various political and educational rights.

¹ The Bahai community had complained of being disturbed in the exercise of their religion and that the property belonging to their Chief had been appropriated to the profit of a rival sect.

The Commission, after noting the feelings of insecurity inspired in the Assyrians by their position and, in particular, by the scattering of their community, considered that their desire for autonomy could not be encouraged, but concluded that they should either be settled in a homogeneous group in Iraq on acceptable terms, or resettled in their country of origin.

The Council received these conclusions and heard the representative of Iraq, Nouri Pacha Es-Said, who explained his Government's standpoint.

With reference to the first of these alternatives, he said that an arrangement would be feasible if the Assyrians were willing to settle in other districts than the mountainous country of the vilayet of Mosul and if they renounced their desire to live in a compact body. The Iraqi Government had attempted, in so far as it was possible, to settle the Assyrians on such land as was available and had appointed for that purpose a Commission on which a representative of the Assyrian community was sitting. As a result of that Commission's work, steps had been taken to settle a large number of Assyrians, with care to avoid the dispersal of families.

The representative of Iraq stated that his Government had no objection whatever to the second alternative, and was prepared to facilitate the carrying out of such a proposal. He observed, in conclusion, that it would be a mistake to suppose that the petitioners whose requests had been considered by the Mandates Commission represented the whole or even a majority of the Assyrians resident in Iraq.

On the basis of these explanations and the Commission's conclusions, and in conformity with the opinion of an *ad hoc* Committee which it had set up, the Council adopted a resolution, of which the following is the essential part :

The Council,

.....
Adopts the view of the Permanent Mandates Commission that the demand of the Assyrians for administrative autonomy within Iraq cannot be accepted;

Notes with satisfaction the declaration by the representative of Iraq of the intention of the Iraqi Government to select

from outside Iraq a foreign expert to assist it for a limited period in the settlement of all landless inhabitants of Iraq, including Assyrians, and in the carrying out of its scheme for the settlement of the Assyrians of Iraq under suitable conditions and, so far as may be possible, in homogeneous units, it being understood that the existing rights of the present population shall not be prejudiced;

Feels confident that, if these measures do not provide a complete solution of the problem and there remain Assyrians unwilling or unable to settle in Iraq, the Iraqi Government will take all such measures as may be possible to facilitate the settlement of the said Assyrians elsewhere;

Requests the Iraqi Government to be so good as to keep it informed in due course of the result of the foregoing measures

II. — FRONTIERS BETWEEN SYRIA AND IRAQ, AND BETWEEN SYRIA, THE JEBEL DRUSE AND TRANS-JORDAN.

I. *Frontier between Syria and Iraq.*

The Council, which had received in December 1931 a joint request from the United Kingdom and French Governments, asking it to help them to solve the difficulties encountered in delimiting the frontier between Iraq and Syria, appointed a Commission of Enquiry to make local investigations and collect full information and particulars.

The Commission was constituted as follows : Colonel James de Reynier (Swiss), President, and M. Pedro Marades Gomez (Spanish) and M. Carl Petersen (Swedish). Colonel de Reynier, who died while with the Commission, was replaced, in March 1932, by Colonel Frederic Iselin (Swiss).

In October 1932, the Council noted the conclusions of the Committee of Enquiry and adopted the frontier line proposed between Iraq and Syria. Before taking any final decision, however, it consulted the Mandates Commission. The Commission informed the Council that the report of the Commission of Enquiry did not appear to it to contain any information which would justify it in asserting that the line of the proposed frontier was not in the interests of the territories affected.

The Council therefore recommended that the parties, which had accepted the conclusions of the Commission of Enquiry, should settle, in accordance with local custom, questions connected with the frontier regime and seasonal migration.

In this connection the parties requested the Council to appoint a neutral Chairman for the demarcation Commission.

2. *Syrian, Jebel Druse and Trans-Jordan Frontier.*

On October 31st, 1931, the United Kingdom and French Governments requested the Council to approve an agreement concerning the Syrian, Jebel Druse and Trans-Jordan frontier.

The frontier line between the territories detached from the former Ottoman Empire, now under British and French mandate, was defined in the Franco-British Convention of December 23rd, 1920. The first section of this frontier—*i.e.*, the Syria-Palestine section—was the subject of a protocol concerning the boundary line, which was ratified by the two Mandatories in 1923. The third section of the frontier line—*i.e.*, the Syria-Iraq section—was dealt with, in accordance with the procedure already described, under the Council resolutions of October 3rd and November 25th, 1932.

The intermediate section—*i.e.*, the Syrian, Jebel Druse and Trans-Jordan section—was submitted to the Council on January 30th, 1932. The Rapporteur pointed out that the modifications which the two Governments had made in the provisions of the Agreement of December 23rd, 1920, had been inspired solely by the desire not to disturb the populations in the exercise of their rights and customs, to increase security by facilitating administration, and to secure, in the present and in the future, the vital communications between Iraq and Trans-Jordan towards the Mediterranean.

The Council, considering that there was every reason to believe that the frontier line adopted by the United

Kingdom and France was in the interests of the populations under mandate, approved the Agreement of October 31st, 1931.

III. — EXAMINATION OF THE ANNUAL REPORTS.

I. *Syria and the Lebanon.*

Upon the examination of the report of the French Government on Syria and the Lebanon, the Commission heard the French High Commissioner, M. Ponsot, who made a detailed statement, the text of which is given *in extenso* in the Commission's Minutes, concerning the various phases of the contemplated evolution of Syria and the Lebanon and the stages leading up to the point at which those territories would no longer need the advice and assistance of the mandatory Power.

The Commission noted this statement, but considered that it would be premature to express any opinion on that situation until more definite information was available concerning the policy of the Mandatory and the negotiations in progress. It further hoped that the mandatory Power would continue to keep it informed of the development of the situation of the territories under mandate, which it would attentively follow.

The Commission, in its special observations concerning the annual report on Syria and the Lebanon, drew attention to two points deserving of special mention :

First, it expressed a wish that the conflict which had arisen with regard to the designation of the Greek Orthodox Patriarch of Antioch might be satisfactorily settled in the near future. Secondly, it hoped that the mandatory Power would prevail upon all the Members of the League to grant to Syrian and Lebanese nationals and to goods coming from the territory under mandate advantages corresponding to those enjoyed by their nationals and their goods in that territory.

2. *Palestine.*

The Commission observed that the preparatory period of the mandatory Power's programme of constructive

policy was not yet wholly completed, and it would, therefore, be premature for it to express an opinion on the development of that policy. It noted, however, that, as a result of the measures taken to ensure security and of an exceptionally favourable economic situation in the territory, the year 1931 had been a period of calm and prosperity.

3. *Tanganyika.*

The Commission informed the Council that it had begun and would continue to study all the documents submitted by the United Kingdom concerning the question of a closer administrative, Customs and fiscal union of the mandated territory of Tanganyika with the neighbouring British possessions of Kenya and Uganda.

4. *Western Samoa.*

The political situation of the mandated territory has definitely improved.

The Commission noted the measures taken by the administration, in collaboration with the Rockefeller Foundation, to combat yaws, a disease which is very widespread in the territory, and hoped that these measures would prove efficacious.

5. *Other Mandates.*

As regards the other mandated territories — Cameroons and Togoland under British mandate, Cameroons and Togoland under French mandate, Ruanda-Urundi, the Islands under Japanese mandate, Nauru, New Guinea, and South West Africa — the Commission, after noting the efforts made by the mandatory Powers, confined itself to requesting further information and explanations on certain points of their administrations.

IV. — PETITIONS.

The Mandates Commission examined a large number of petitions concerning the administration of Iraq (see

above), Palestine, Trans-Jordan, Syria and the Lebanon, Tanganyika, Togoland and Cameroons under French mandate and South West Africa.

The Mandates Commission concluded that most of these petitions called for no special action on the part of the Council. Such, in particular, was its conclusion in regard to a series of protests concerning the Syrian parliamentary elections in 1931-32. As regards a petition concerning the status of the Jewish community in Palestine, however, the Commission recommended the Council to invite the mandatory Power to furnish further particulars.

In its conclusions on a petition from the Executive Committee of the first Palestine Arab Women's Congress, the Commission expressed the hope that, as education progressed and feelings became pacified in Palestine, it would be possible to employ in the civil service an ever-increasing number of nationals of the territory.

V. — GENERAL QUESTIONS.

Economic Equality.

The Mandates Commission dealt during its last session with one of the aspects of the application of the principle of economic equality, as laid down in Article 22 of the Covenant, and in A and B mandates — namely, the purchase of material and supplies by the public authorities of those territories, either for their own use or for public works.

In the light of the information provided by the mandatory Powers, the Mandates Commission concluded, from its examination, that the rules applied by these Powers in connection with the carrying out of public works and services did not call for any criticism. It made a reservation, however, regarding the rule followed in Togoland and the Cameroons under British mandate, noting that the administrative union between these two territories and the adjacent British possessions placed certain difficulties in the way of adopting rules differing from those applied in those possessions.

The Commission did not think it necessary to submit any proposals to the Council for a doctrinal interpretation of the relevant article of the mandate. It agreed to confine its activities in future to supervising the application in the various mandated territories of the rules drawn up by the mandatory Powers themselves.

Sessions of the Commission.

The Assembly which, last year, in a spirit of economy, had, as an experiment, reduced the sessions of the Mandates Commission from two to one, revoked its decision. It considered that it was undesirable to maintain this measure, "since the fulfilment of the task assigned to the League under Article 22 of the Covenant would thus be seriously hampered".

CHAPTER XII

THE FREE CITY OF DANZIG AND THE SAAR TERRITORY

- I. The Free City of Danzig : 1. Appointment of the High Commissioner; 2. Use of the Port of Danzig by Poland; 3. Treatment of Polish Nationals and Other Persons of Polish Origin and Language at Danzig; 4. Railway Questions; 5. Question of Direct Action in Customs Matters; 6. Introduction of the Zloty as Sole Means of Payment on the Railways of the Free City; 7. Access to and Anchorage in the Port of Danzig of Polish War Vessels; 8. Political, Economic and Financial Situation. — II. The Saar Territory : 1. Appointment of the Governing Commission; 2. Economic and Social Situation; 3. Economic Questions; 4. Railways.

I. — THE FREE CITY OF DANZIG.

1. *Appointment of the High Commissioner.*

The Council of the League of Nations on October 15th, 1932, appointed in place of Count Gravina, deceased, M. Helmer Rosting, head of the Administrative Commissions Bureau of the Secretariat of the League of Nations, High Commissioner of the League of Nations *ad interim* at Danzig. This appointment, which was first made up to December 1st, was later prolonged up to October 15th, 1932.

2. *Use of the Port of Danzig by Poland.*

The High Commissioner, upon a request from the Senate of Danzig of May 9th, 1930, was asked to consider the question of the use of the port of Danzig by Poland as raised under point VII of the decision of the High Commissioner of August 15th, 1921. He requested an opinion from a

Committee of Jurists and, on the basis of that opinion, he gave a decision on October 26th, 1931.

The Government of the Free City and the Polish Government appealed against the decision, and the Council in January 1932 asked a Committee of Jurists to consider the further legal questions raised in these appeals. The jurists gave a decision on these matters, and the Council, during its May session, amended various points of the decision of October 26th, noting that the decision of the High Commissioner of August 15th, 1921, involved for the Polish Government a direct obligation general in scope and not limited to railway questions. The Council at the same time considered that by this obligation the Polish Government was, nevertheless, not bound to take all necessary measures to ensure that all the Polish maritime traffic should be transhipped in the harbour of Danzig; nor was it bound to take, generally and unconditionally, the measures necessary to ensure that the risk of full use not being made of the port should fall, not on Danzig, but on the ports opened by Poland on the Baltic coast. The Council expressed the view, however, that the Polish Government was bound to take into account the state of development of the port of Danzig.

The Council, in dealing with the question of the full use "in fact" of the port of Danzig, decided to suspend its decision and refer the matter to the High Commissioner.

3. *Treatment of Polish Nationals and Other Persons of Polish Origin and Language at Danzig.*¹

The Council of the League of Nations, at the request of the High Commissioner of the League, had dealt with this question during the previous year and had asked the Permanent Court of International Justice for an advisory opinion. The Court, by nine votes to four, gave its opinion on February 4th, 1932. The Council noted that opinion on February 6th, and on November 26th agreement was reached on the subject between the Polish Government and the Government of the Free City.

¹ See *The League from Year to Year, 1930-31*, page 199.

4. *Railway Questions.*

On the basis of an opinion given by the Permanent Legal Committee of the Advisory and Technical Committee for Communications and Transit of the League of Nations, the High Commissioner, on January 12th, 14th and 15th, 1932, gave its decisions on the three railway questions submitted to him by a request from the Senate of the Free City :

- (a) Question of the Polish Railway Direction at Danzig;
- (b) Question of the status of the personnel of Danzig nationality in the service of the Polish railway administration and competence of the Danzig delegate to that administration;
- (c) Question as to what must be understood by the "super-vising authority" within the meaning of the Danzig rail transport laws.

The Polish Government lodged an appeal from the decisions on the status of the Danzig personnel in the service of the Polish railway administration and on the organisation of the railways within the territory of the Free City. The Senate and Free City lodged an appeal against the decisions concerning the question of the supervising authority and the Polish railway direction. The Council, on May 10th, 1932, confirmed the decisions of the High Commissioner.

5. *Question of "Direct Action" in Customs Matters.*

The Government of the Free City on January 29th, 1932, asked the High Commissioner to decide that a decree of the Polish Ministry of Finance concerning a Customs question (passive finishing trade) constituted "direct action" on the part of Poland as against Danzig, within the meaning of the report approved by the Council on March 13th, 1925. A neutral expert was appointed by agreement between the parties and the High Commissioner.

The High Commissioner on March 29th gave a provisional decision, based on the opinion of this expert, to the effect that the decree of the Ministry of Finance constituted "direct action".

The Senate of the Free City on April 24th submitted to the High Commissioner a further request for a finding that Poland had, in two ways, taken direct action : by failing to comply with the High Commissioner's decision of March 29th, 1932, and by the promulgation on April 21st, 1932, of a law relating to fiscal penalties.

The Polish Government appealed against the provisional decision of the High Commissioner of May 8th, 1932, and submitted observations on the Danzig request of April 24th. The Council authorised its Rapporteur to take legal advice and, on May 19th, 1932, affirmed, in conformity with its decision of March 13th, 1925, that a provisional decision of the High Commissioner regarding direct action became immediately executory in letter and in spirit. The Council emphasised that it was of the greatest importance in the general interest that a settlement should be reached, as soon as possible, of the concrete questions in regard to which the question of direct action had arisen and invited the High Commissioner to give, as soon as possible, with the help of experts, his decisions on the request submitted by the parties.

Poland declared that she withdrew the appeal lodged on May 8th against the decision of the High Commissioner of March 29th, 1932, and it was agreed, pending the final settlement of the question submitted to the High Commissioner, that the provisions of the Polish law on fiscal penalties should not be applied in such a way as to prejudice the solution of the questions concerning the passive finishing trade and the warehouse traffic. The High Commissioner, on November 20th, acting upon the advice of experts, decided that Danzig had the right to send to Poland goods whose import into Danzig was authorised, in so far as these goods were regarded as nationalised owing to the work done upon them or the transformation to which they had been subjected. Poland lodged an appeal against this decision on December 30th.

6. *Introduction of the Zloty as Sole Means of Payment on the Railways of the Free City.*

The High Commissioner submitted to the Council a request from the Free City of Danzig, asking that the

promulgation of the Polish decree indicating that the zloty should be introduced as the sole means of payment on Polish railways in Danzig territory as from December 1st should be regarded as a case of direct action. The Council, during its session in November 1932, decided to take legal advice on the question; but, before the Council actually met, an agreement was reached between Poland and the Free City. The Council noted this agreement and instructed its President to appoint a committee consisting of three of its members to study the question of direct action and to submit proposals with a view to the adoption of a more satisfactory procedure in dealing with such matters.

7. Access to and Anchorage in the Port of Danzig of Polish War Vessels.

This question was discussed by the Council, which decided to ask the Permanent Court of International Justice for an advisory opinion. The advisory opinion of the Court was given in December 1931.¹ The Council noted the opinion and forwarded it to the High Commissioner. On August 13th, 1932, in three Protocols signed under the auspices of the High Commissioner by the Free City of Danzig and Poland, the dispute was settled.

8. Political, Economic and Financial Situation.

The annual report of the High Commissioner dated May 31st, 1932, was communicated to the Council and the Government of Danzig. The report dealt, in particular, with the local situation at Danzig, internal policy, Danzig-Polish relations, Customs and railway questions. The High Commissioner referred in his report to the steps taken by the Senate in order to meet financial difficulties. He also mentioned modifications made in the currency law and an amendment of the Constitution which had enabled the Senate to make an appreciable reduction in wages and salaries. The High Commissioner expressed the hope that Polish-Danzig relations would improve considerably as a result of the legal settlement of certain litigious questions.

¹ See Chapter II.

II. — THE SAAR TERRITORY.

1. *Appointment of the Governing Commission.*

The Council, on January, 1932, appointed the five members and the Chairman of the Governing Commission for a period of one year from April 1st, 1932.

The Commission consists of the following members : Mr. Knox (British), *Chairman*, M. d'Ehrnrooth (Finnish), M. Kossmann (Saar), M. Morize (French), M. Zoricic (Yugoslav).

The Council, under the same resolution, reduced by ten per cent for the period 1932-33 the salaries of the members of the Commission and the entertainment allowance of the Chairman as fixed by a resolution of the Council on December 13th, 1928.

2. *Economic and Social Situation.*

The Governing Commission continued to deal with the questions of unemployment and cost of living. The number of unemployed increased from 16,078 on June 1st, 1931, to 20,420 on September 1st and to 28,659 on November 1st, reaching in February 1932 the figure of 42,394. The Commission first considered the possibility of undertaking public works with a view to providing employment, but was obliged to note that such works as might have been undertaken would have required an extremely small number of workmen and provided employment for them for only a very limited time. The Commission instructed a special Committee to examine whether amendments might be made in the present laws concerning unemployment. The Commission, however, in order to assist the unemployed, and particularly those with large families, placed at their disposal uncultivated land to be transformed into gardens.

3. *Economic Questions.*

The Governing Commission, in order to deal with the effects in the Saar of economic measures taken by Germany

towards the middle of July 1931, established an exchange bureau with instructions to make advances of French francs on the security of Reichsmarks. Following the promulgation by the German Government of a decree upon foreign exchange transactions, the Governing Commission obtained from the German authorities the appointment to Saarbruck of an official from the Landesfinanzamt at Cologne with powers to issue permits to the Saar exporters for transmission by them to the German importers. Since then, no difficulty appears to have arisen in connection with payments for Saar sales to Germany.

The Governing Commission also considered the effects in the Saar of the measures taken in France whereby various goods were subjected to quotas or import licences.

4. *Railways.*

The economic crisis has resulted in a considerable decrease in the railway receipts, and the Governing Commission has been obliged to adopt certain measures with a view to increasing passenger and goods traffic and to bringing about a reduction of charges. The Commission has noted in recent months a slight increase in the traffic of goods despatched in full trucks.

CHAPTER XIII

SOCIAL AND HUMANITARIAN WORK

- I. Traffic in Opium and Other Narcotic Drugs : 1. Ratifications of the Conventions of 1925 and 1931 ; 2. Illicit Traffic ; 3. Conference for the Suppression of Opium-smoking ; 4. Preparations for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Harvesting of the Coca Leaf ; 5. Model Administrative Code ; 6. Permanent Central Opium Board. — II. Protection and Welfare of Children and Young People : 1. Traffic in Women and Children : (a) Ratification of Conventions ; (b) Amendments to the 1910 and 1921 Conventions ; (c) Traffic in Women and Children ; 2. Child Welfare : (a) Illegitimate Children ; (b) Juvenile Courts ; (c) Childhood and the Educational Cinematograph ; Re-organisation of the Advisory Commission for the Protection and Welfare of Children and Young People. — III. Refugees. — IV. Penal and Penitentiary Questions. — V. Slavery.

I. — TRAFFIC IN OPIUM AND OTHER NARCOTIC DRUGS.

The campaign against opium and other narcotic drugs has made considerable progress, as is shown both by a decrease in the quantities manufactured and by an intensification of the efforts to suppress illicit traffic.

1. *Ratification of the Conventions of 1925 and 1931.*

The Geneva Convention of 1925 has now been ratified by forty-eight States, and is thus being applied more generally.

The 1931 Convention for the limitation of manufacture and the regulation of the distribution of narcotic drugs, which is to come into force on July 13th, 1933, had received by February 1st, 1933, nine ratifications or accessions. During the last Assembly, eighteen States declared their intention to ratify. The putting into force of this Convention is conditional upon the ratification or accession of

twenty-five Members of the League of Nations or States non-members of the League, including at least four of the following States : the United Kingdom, France, Germany, Japan, Netherlands, Switzerland, Turkey and the United States of America.

2. *Illicit Traffic.*

The Opium Committee noted at its last session that considerable progress had been made in the campaign against the illicit traffic. This progress is due to the legislative measures adopted in certain countries and to the increasingly extensive application of the Geneva Convention of 1925, which also brought about a considerable reduction in the manufacture of narcotic drugs. This reduction is attested by the annual reports and statistics received from the Governments. The quantities manufactured, however, are still much larger than are needed to meet the scientific and medical requirements of the world.

(a) *In France*, the Government has withdrawn licences from three factories and about a dozen firms engaged in the drug trade. Further, in 1930, it promulgated a decree whereby all industrial and commercial operations concerned with narcotic drugs were made conditional upon an authorisation given by ministerial decree on the recommendation of a special committee. Further, as from April 1st, 1930, it has made imports from and exports to the colonies subject to the certificate system. Finally, it contemplates setting up in Paris a central police office to collect all information relating to the campaign against narcotic drugs. This office would keep in touch with the Drugs Bureau, the Customs authorities, the police authorities and all the central offices of foreign countries.

(b) *In Switzerland*, the measures of supervision provided by the law on narcotic drugs were extended to benzoylmorphine and all morphine esters in February 1930 and to peronine in August 1931. Further, the supervisory authorities will shortly be allowed access to premises used for manufacture and not only to those used for sales.

(c) *In Egypt*, the position with regard to drug addiction has considerably improved. Apart from persons addicted to hashish, the total number of drug addicts is now, according to the Egyptian Government, only 148,000 in the case of white drugs and opium, as against 500,000 in 1928-29 and 250,000 in 1929-30. Heroin is no longer imported in bulk, but in a large number of small consignments. On the other hand, an increase has been noted in imports of smuggled opium and hashish from Syria.

Egypt is encountering difficulties in dealing with offences relating to drugs, chiefly because her legislation is not enforceable on traffickers of foreign nationality. The system of capitulations is, of course, still in force in Egypt.

(d) *In India*, there has been a notable improvement in the situation regarding illicit imports of cocaine. The total seizures show an appreciable fall for the last two years. There is still, however, a very great disproportion between these quantities and the legitimate consumption of India.

(e) *In Yugoslavia*, the new law on narcotic drugs was introduced on January 1st, 1932.

(f) *In Turkey*, the Government has decided to accede to the Hague Convention of 1912, the Additional Protocol of 1914 and the Geneva Convention of 1925. These accessions will ensure the effective control of production, distribution and exportation of raw opium, and the control of the materials would in turn facilitate control of manufacture. Further, two of the three drug factories established at Istanbul and in the neighbourhood have been closed.

(g) *In Persia*, the Government has ratified the 1931 Convention, introduced a monopoly system for the export of raw opium and taken steps to reduce the cultivation of the poppy.

In spite of these provisions, the Opium Committee noted that raw opium exported to Vladivostok was still passing into the illicit traffic and that, under the contract with the concession-holder, an annual quantity of not less than 6,500 chests of opium must be exported. It considered that this figure was higher than the figure

for legitimate Persian exports in the last few years. The Persian representative stated in this connection that the minimum quantity for export had been fixed in order to prevent any opium being available for smuggling, and that, in his opinion, the quantity in question was not higher than that required for legitimate trade.

(h) *In China*, the Government's efforts to apply the administrative and legislative measures necessary for suppressing the drug traffic had met, not only with internal difficulties, but also with difficulties due to smuggling on a vast scale. Large quantities of heroin of foreign manufacture were seized by the Chinese Maritime Customs in 1930 (580 kg., as against 78 kg. in 1929).

3. *Conference for the Suppression of Opium-smoking.*

The Conference for the Suppression of Opium-smoking, convened by the Council to review the position in regard to the application of Chapter II of the Hague International Convention of 1912 and of the Geneva Agreement of 1925, was held, by invitation of the Siamese Government, at Bangkok from November 9th to 27th, 1931. The following States were represented : the United Kingdom, France, India, Japan, the Netherlands, Portugal and Siam. The Government of the United States of America sent an observer. The Conference concluded an Agreement and a Final Act, which were signed at Bangkok on November 27th, 1931.

The Bangkok Agreement is supplementary to the Geneva Agreement of 1925. It provides that the retail sale and distribution of opium shall, in principle, take place only from Government shops. It prohibits persons under 21 years of age from smoking opium and from entering any smoking-establishment, and provides penalties for anyone inducing minors to commit such offences. The contracting parties agree to give a legal basis to the practice of selling prepared opium for cash only.

The Conference further adopted a series of recommendations addressed to the Governments concerned and to the Council of the League of Nations. It recommended,

inter alia, that all possible steps should be taken to bring about an agreement for the effective limitation of the production of opium; that the Governments of the territories in which opium-smoking is temporarily authorised should examine the possibility of applying the system of licensing and rationing; that all Governments should introduce a system of registration of opium-smokers; that the Governments concerned should introduce in their policies a programme of development of medical and health services; that a special account of revenue and expenditure connected with opium should be submitted each year to the League of Nations; that the Governments should prescribe drastic terms of imprisonment for persons convicted of illicit trafficking; that the exchange of information and of views between Governments in regard to the illicit traffic in opium should be extended to cover all matters of common interest connected with the suppression of the habit of opium-smoking, conferences being held from time to time between the representatives of the services concerned; that all Governments should make adequate provision for the treatment of drug addicts desiring to be cured of their addiction; that arrangements should be made for research into the psychological and physiological effects on the individual of the habit of smoking opium and methods of treatment of smokers; and that the Advisory Committee should be asked to prepare a form of annual report on the position in territories where the use of prepared opium is temporarily authorised.

The Conference considered it necessary to make a special statement calling attention to the difficulties caused by the illicit traffic from China and Persia to the Governments of Far Eastern countries in the fulfilment of international obligations which they had assumed in regard to the use of prepared opium.

In accordance with the wishes expressed by the Conference, the Council authorised the Advisory Committee and the Health Committee to draw up a programme of research into the psychological and physiological effects of the practice of smoking opium and opium dross; into the constituents of opium producing such effects; into the possibility and means of eliminating such constituents and replacing them by a harmless substance, or rendering

them innocuous in any other way; into methods of cure of addiction to opium-smoking and means of determining the nature of dross.

The Council further requested the Advisory Opium Committee to prepare for the use of the Governments concerned a form of annual report on the position with regard to prepared opium and on the measures taken to discourage its use; on the treatment and supervision to be prescribed after the cure of opium addicts, the classes of the population to which smokers belonged, on the average quantity of opium consumed yearly by smokers of each nationality, on the consumption of opium per head of population and the prices asked for opium in the illicit traffic.

The Advisory and Technical Committee on the Traffic in Opium and Other Dangerous Drugs discussed at great length the result of the Bangkok Conference at the session held from April 15th to May 4th, 1932. Several members of the Committee expressed their regret that the Conference had not been more successful in the suppression of opium for smoking. They stressed the moral aspect of the problem, which must be entirely free from any economic considerations; they urged that the Governments concerned should adopt a policy which would make them independent of the revenues they derived from opium. The Chinese delegate and the United States observer pointed out that, in the opinion of their Governments, the only effective method of completely suppressing the use of opium for smoking was prohibition by law. The Chinese delegate also made reservations with regard to the facts contained in the Bangkok declaration on illicit traffic, the effect of which was to make China and Persia solely responsible for the meagre results obtained at Bangkok. The representatives of the Governments which had signed the Bangkok Agreement, on the other hand, strongly emphasised the fact that their Governments had carried out their contractual obligations and were doing everything in their power under existing conditions to suppress opium-smoking in their territories. After examining all the information available, the Conference had come to the conclusion that, so long as the production and export of raw opium were not subject to effective control and so

long as opium was smuggled in large quantities into the territories in question, any further large-scale restriction of opium-smoking would merely have the effect of promoting illicit traffic and illicit consumption.

4. *Preparations for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Harvesting of the Coca Leaf.*

The Advisory Opium Committee, which had been instructed by the Council to make preparations for a Conference on the possibility of limiting and controlling the cultivation of the opium poppy and the cultivation of the coca leaf, decided to draw up two questionnaires one — on the opium poppy and the other on the coca leaf. The object of these questionnaires, which will be sent to the Governments, is the collection of material to serve as a basis for the discussions of the Conference.

The Committee was glad to note the statements of the delegates of Persia and Turkey (countries especially interested in the question), who, while emphasising the economic difficulties involved by the problem of limitation of manufacture, saw no objection in principle to the proposed Conference being held.

5. *Model Administrative Code.*

During the year, a special sub-committee set up by the Opium Advisory Committee prepared a model administrative code¹ for purposes of the application of the 1931 Convention for limiting the manufacture and regulating the distribution of narcotic drugs.

The code contains various suggestions of a legal, administrative and practical nature intended to facilitate the working of the Convention and to ensure that its application should be as uniform as possible. The value of the code lies in the fact that the persons who have helped to draft it all possess extensive knowledge of the various

¹ Document C.774.M.365.1932.

legislations on narcotic drugs and of the methods of supervising the drug traffic. Thus the draft code is the outcome of the varied experience of a number of countries.

The code contains suggestions on the connotation to be given in national legislations to the terms "narcotic drugs", "reserve stocks" and "Government stocks". It deals with methods for establishing the annual estimates which form the basis of the plan for the limitation of manufacture and with provisions to ensure the effective limitation of manufacture. Finally, it contains practical suggestions regarding the application of the measures of supervision provided for in the Convention.

The code was communicated to the Governments by the Council, which requested them to take it as a guide in drawing up their legislation and regulations for the application of the Convention. In the opinion of the Council, this communication should facilitate the ratification of the 1931 Convention.

As the Chinese representative on the Council remarked, the model code was without precedent in the history of the League of Nations. It marked a fresh step forward, inasmuch as it paved the way for the introduction in the near future of a certain measure of uniformity of administrative practice in the campaign against narcotic drugs.

6. Permanent Central Opium Board.

The Permanent Central Opium Board has studied the statistics sent to it, in accordance with the terms of the 1925 Convention, by forty-seven Governments parties to that Convention, and from some Governments which are not parties to it. These statistics cover the year 1931. This study revealed a considerable improvement in the position, but the Board desired to call attention to one fact which is hampering its work to some extent — namely, the delay of certain countries in providing the information which they have undertaken to furnish and which is indispensable to the Board if it is to carry out the task entrusted to it.

The statistics communicated by the Governments show that the world manufacture of the three main drugs —

morphine, heroin and cocaine — steadily decreased between 1929 and 1931. The quantities known for 1931 seem appreciably less than the maximum estimates drawn up last year for medical requirements. But the Board was unable to take into account in its calculations manufacture in Turkey or in the Union of Soviet Socialist Republics, as those countries supplied no documentation.

The activities of traffickers, judged by the quantities of drugs seized, also seem to have diminished in 1931, though, as the Board points out, too much importance should not be attached to such an inference. It may be that the traffickers have somewhat reduced their transactions as a result of the introduction of the new regulations, the enforcement of which may have made their business more difficult, while, on the other hand, it is possible that they may now be applying their wits to discover other means of evading the law.

However that may be, the available stocks at the end of 1931 were still sufficient to satisfy the scientific and medical requirements of the whole world for a least one year.

The reduction revealed by the statistics of manufacture is bound to become still more marked when the Limitation Convention of 1931 comes into force. Consequently, the Board considered it its duty to adopt the following resolution, which the Council has noted :

Accurate and complete statistical reports of the world-wide movement of narcotic drugs provide one of the best regulatory devices, and the statistical work is one of the main purposes of the Permanent Central Opium Board. In the Geneva Convention of 1925, there are a number of statistical loopholes which are filled up by the provisions of the Limitation Convention of 1931, and the work of the Board will be made much more effective if the Limitation Convention comes into force. For this particular reason, as well as by reason of the progress envisaged by the limitation provisions themselves, the Board expresses its earnest wish for the ratification of (or adherence to) the Limitation Convention of 1931 before April 13th, 1933, by enough countries to bring it into effect, and would be well pleased if the Council would draw the attention of all League Members to the desires of the Board.

Since then, the Board has endeavoured still further to improve the quality of its work. Although the 1925 Convention empowers the Board to ask the Governments for lists of the seizures effected on the occasion of illegal imports and exports, it has, owing to the lacunæ found in the statistics, contemplated the possibility of asking also for the figures of the quantities seized within any country, if the drugs thus confiscated were of foreign origin.

II. — PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

1. *Traffic in Women and Children.*

(a) *Ratification of Conventions.*

Since last year, Lithuania, Mexico and Egypt have ratified the 1921 Convention; the Principality of Monaco has acceded to the 1921 Convention, the Agreement of 1904 and the Convention of 1910, as have also the following British colonies, protectorates and mandated territories : Gambia, Uganda, Tanganyika, Palestine (including Trans-Jordan), Zanzibar, Sarawak, Gilbert and Ellice Islands and Solomon Islands.

The Committee's attention has, on the other hand, been drawn to the fact that the following States Members of the League have not yet acceded to the 1921 Convention : Abyssinia, Argentine, Bolivia, the Dominican Republic, Guatemala, Haiti, Honduras, the Irish Free State, Liberia, Nicaragua, Paraguay, Salvador and Venezuela.

(b) *Amendments to the 1910 and 1921 Conventions.*

For a number of years, the Committee on Traffic in Women and Children has been studying the possibility of extending the scope of the International Conventions of 1910 and 1921 in order to allow of a more effective suppression of the traffic. To this end, it has been studying the elimination of the age-limit and the penalties to be imposed upon *souteneurs*.

The existing Conventions impose penalties for traffic in women and children if under twenty-one years of age,

whether the victims have consented or not, and also for traffic in women who are of age, if the traffickers employ fraud or violence or abuse their authority. Traffic in women who are of age, however, is not punishable under the Conventions if such women consent to become victims of the traffic with a full knowledge of the facts.

In 1931, the Committee suggested filling this gap in the existing legislation and instructed the Secretariat to ask the Governments signatories to the Conventions whether they would be prepared to render punishable trafficking in women who are of age and give their consent by abolishing the age-limit in the 1910 and 1921 Conventions.

Of the thirty-two Governments which sent in replies, thirty declared themselves, in principle, in favour of the Committee's proposal. In many cases, however, this accession was only given subject to certain restrictions contained in their respective laws and regulations.

After examining the Governments' replies, the Committee, considering that the traffic in women was always and in all circumstances a profoundly immoral and anti-social act, and, further, that the impunity with which the traffic was being carried on was hampering the effective suppression of traffic in minors, expressed the view that the traffic in women should be punishable even if the victims were consenting parties. It asked the Council to approach Governments with a view to obtaining the necessary modifications in the Conventions in force and in their national laws.

In 1931, the Committee drew up an additional draft Protocol to the Conventions on Traffic in Women and Children, which provided for the punishment of *souteneurs*.

This draft was communicated to Governments for their observations. Most of the replies raise no fundamental objection to the proposal to add to existing international Conventions provisions for the punishment of *souteneurs*. They nevertheless point out that at present it might be difficult to secure international agreement as to the punishment to be imposed and the criminal procedure to be followed.

To save time, it was decided to submit the communications already received by the Secretariat and any which might be subsequently received to the Legal Sub-Committee, which will present a report at the next session. This Sub-Committee will also note communications from private voluntary organisations to which the draft Protocol will be communicated for their opinion.

(c) *Traffic in Women and Children.*

The Commission sent to the East to enquire from an international point of view into the traffic in women and children has completed its work.

This enquiry, for which the Social Health Bureau of New York had generously supplied the necessary funds, was to cover, not only prostitutes, but also women taken to foreign countries as artistes or on any other pretext in order to be exploited there and given over to a life of prostitution.

The Commission left Marseilles on October 10th, 1930, and returned to Europe in March 1932, after having visited the following countries : Siam, Indo-China, Macao, the Philippine Islands, China, Japan, the Netherlands East Indies, the Straits Settlements and the Federated and Unfederated Malay States, India, Pondicherry, Ceylon, Persia, Iraq, Syria and the Lebanon, and Palestine.

In all these countries, the Commission received on arrival a written official reply to the questionnaire which had preceded it. These replies were accompanied by statistics and other documentary material such as the laws and regulations in force in the territories.

In each locality, the Commission endeavoured to obtain official and private evidence. This evidence was forthcoming mainly from officials belonging to the police and from the social welfare, health, labour and education departments, and from judges, lawyers, doctors, social workers and representatives of religious communities (churches and missionary organisations).

The Commission published in the newspapers of all the towns visited a brief note indicating the object of its enquiry and reviewing the history of international collaboration for the suppression of the traffic in women and

children. Every individual and organisation likely to be able to furnish information was requested to communicate with it.

On the basis of the documentary material and evidence thus collected, the Commission drafted a voluminous report reviewing the position in the various countries and containing suggestions for rendering the campaign against the traffic more effective.

These suggestions have been submitted to the Council.

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The Committee on the Traffic in Women and Children has noted, as in past years, the annual reports of the Governments and the reports of the charitable organisations, and discussed the organisation and work of the Central Women Police Authorities and of the central authorities for the repatriation of prostitutes.

2. *Child Welfare.*

The Child Welfare Committee studied in particular the question of juvenile courts and the improvement of the position of illegitimate children—among other methods, by the institution of official guardianship and social insurance.

(a) *Illegitimate Children.*

The Committee considered the position of illegitimate children. It noted that, in a large number of countries, the social insurance legislation accorded illegitimate children the same advantages as legitimate children.

Among the means which, in its view, were calculated to improve the position of illegitimate children, the Committee drew attention to compulsory guardianship, official or other; the establishment of paternity; the simplification of formalities and the reduction of the cost of marriage for foreigners not possessing the necessary financial means. It asked the Council to bring these points to the notice of the Governments.

(b) *Juvenile Courts.*

The Committee prepared a questionnaire concerning institutions for erring or delinquent minors.

It further dealt with the organisation and working of juvenile courts. Before drawing up its resolutions, it decided to await the completion of the enquiries in this connection. It was of opinion, however, that all confinement in prison should at once be absolutely barred in the case of delinquent children. The treatment applied to them should be prompted by a desire for their education and training and not for their punishment.

(c) *Childhood and the Educational Cinematograph.*

The Committee noted that a considerable part of the work of the Educational Cinematographic Institute was directly or indirectly concerned with child welfare. It recommended that the Institute should publish the results of its enquiries among parents, teachers and school-children themselves in regard to the films preferred by young people and the influence of the cinema on childhood and adolescence. It expressed the hope that in its future work the Institute would endeavour to give prominence to the social aspect of cinematograph problems in connection with children and young people, and would continue to take an interest in the production of school films and recreational films especially intended for the young. It asked the Secretariat to complete, with the assistance of the Institute, its enquiry into the age of admission of children to exhibitions of cinematograph films.

* * *

Re-organisation of the Advisory Commission for the Protection and Welfare of Children and Young People.

The Council instructed the Committee to examine in 1932 certain questions concerning its own Statute and constitution. The discussion showed that three different factors were necessary for the efficient working of the Commission : the collaboration of Government delegates representing the views of the various State Departments,

the collaboration of representatives of public opinion through the agency of important international voluntary organisations, and the assistance of experts specialising in the questions on the agenda.

The support of the representatives of the organisations seemed essential in order to enable the Governments, with the support of public opinion, to give effect to the resolutions adopted by the Commission; further, more extensive collaboration on the part of the experts seemed necessary.

The Commission was unanimously of opinion that the time had come to examine its composition and its methods of work. It decided to appoint a Sub-Committee to study possible changes and improvements. This Sub-Committee, which will submit a report to the two Committees at their next session, has been left entirely free to suggest the best possible solutions.

III. — REFUGEES.

The Assembly, during its twelfth session, examining the first report of the Governing Body of the International Nansen Office for Refugees, adopted a number of resolutions upon its future work. The resolutions related, among other matters, to the transfer of Armenian refugees to the Republic of Erivan and to the evacuation of Russian refugees in China. The Assembly also asked the Office to study, with the Inter-Governmental Advisory Commission for Refugees, the advisability of preparing a Convention for the protection of refugees after the winding up of the Office.

The Governing Body of the Office held its fourth and fifth sessions on October 28th, 1931, and April 20th, 1932, when it examined reports from its Managing and Financial Committees on the general work of the Office, and particularly on the matters referred to above.

A unanimous wish was expressed by the Armenian organisations that Armenian refugees should be transferred to Armenia (Erivan). The refugees were willing to proceed to that country and about 4,750 of them, mostly indigent, have, up to the present, been transferred from Greece.

According to reports received from the representatives of Armenian organisations, the refugees were well received, were provided with lodgings and temporary assistance, and were found employment in the various industrial and agricultural enterprises of the country. The Office is further considering the transfer from Bulgaria of approximately 1,000 unemployed refugees who have received permits to enter Armenia, where arrangements have been made by the Armenian Government for their settlement and employment.

The Office also assisted the Mennonite organisations, which had been entrusted with the task of evacuating about 800 Russian refugees from Harbin.

In compliance with the Assembly's recommendation regarding the advisability of preparing a Convention for the protection of refugees after the winding up of the Office, a questionnaire was sent to the members of the Governing Body, the Inter-Governmental Commission for Refugees, the Advisory Committee for Private Refugee Organisations and the representatives of the Office, in order to supplement, as far as possible, the information at the disposal of the Office and to decide on the best steps to be taken.

The Office has made progress with the settlement of Armenian refugees in Syria. It has so far been possible to arrange for 15,750 refugees to leave unhealthy camps and settle in agricultural colonies or urban quarters. That work involved expenditure amounting to about $9\frac{1}{2}$ million French francs, which were placed at the disposal of the Office by the French Government and by various philanthropic organisations interested in the question.

Apart from this special work, the Office, through its representatives, has continued to find employment for and to settle the refugees. Despite the present unfavourable circumstances, employment was found for nearly 1,500 between April 1st, 1931, and April 30th, 1932, thanks in part to individual repayable loans amounting to 152,688.55 Swiss francs, and non-repayable grants amounting to 5,307.80 Swiss francs, which were accorded to a considerable number of refugees. The Office has, moreover, granted to numerous refugee organisations repayable loans to a total of 155,814.95 Swiss francs and non-repayable grants to a total of 141,002.75 Swiss francs, to enable

them to continue their work on behalf of indigent refugees, aged, sick and tuberculous persons, young students and children.

The accounts for the year 1931 show that, during the first nine months of its existence, the Office has expended for the benefit of the refugees a total of upwards of 1,700,000 Swiss francs.

The representatives of the Office have furthermore carried out, within the limits of the accessions to the Arrangement of June 30th, 1928, the duties imposed upon them by Article 1 (*f*). Official status has been granted to representatives in Austria, Belgium, Bulgaria, France, Switzerland and Yugoslavia for the exercise of functions provided for under (*a*) to (*f*) of Article 1.

The Governing Body has approved the budget of the Office for the year 1933, in which provision is made for credits for the maintenance of representatives in Belgium, Bulgaria, China, Czechoslovakia, France, Germany, Greece, Poland and the Baltic States, Syria and Yugoslavia. The Office has also gladly accepted an offer for the provision of an honorary representative in Roumania. As regards Turkey, the Governing Body has ratified an Arrangement providing for the maintenance of an honorary representative of the Office until the end of 1933.

IV. — PENAL AND PENITENTIARY QUESTIONS.

The Assembly noted that the International Prison Commission had taken action on its resolution of the previous year requesting it to consider afresh the whole question of the rules for the treatment of prisoners, in the light of the observations received by the League Secretariat; it was glad to learn that the Commission would be in a position to communicate its conclusions during 1933.

The Assembly, which, in the previous year, had decided to consult certain international organisations dealing with penal and penitentiary problems on an international scale and to ask them in what way the League could co-operate in the work for progressive unification of criminal law and the co-operation of States in the prevention and

punishment of crime, noted the reply received from these various organisations as a result of their meeting held at Geneva in May 1932. They unanimously adopted a resolution to the effect that the League might do valuable work for the progressive unification of criminal law and the co-operation of States in the prevention and punishment of crime. The Assembly decided to submit this resolution to the Governments for their observations and to discuss the question fully in the following year.

V. — SLAVERY.

On September 29th, 1931, the Council adopted a resolution defining the duties of the Committee of Experts set up by the Assembly in the matter of slavery.

By this resolution, the Committee was to examine the documents submitted to it and report, in the light of these documents, to what extent the 1926 Convention had been successful in putting an end to slavery and what obstacles, if any, existed to further progress in that direction. The Committee was further to consider by what methods assistance could be rendered to States which had expressed a desire to receive it for the purpose of suppressing slavery within their territory. Finally, the Committee was required to state whether any, and if so what, modifications of the existing machinery of the League would be desirable in order to attain the object in view.

This Committee, set up by the Council resolution of January 28th, 1932, drew up a report reviewing slavery in its various aspects (with the exception of public or private forced labour and the situation in Liberia), enabling a comparison to be made between the situation in 1924 and the present situation. The report deals with the position and legal status of slavery, slave-raiding and similar acts, the slave trade, slave-dealing (including transfer by exchange, sale, gift, inheritance or the occasional sale of persons previously free); practices restrictive of the liberty of the person; domestic and predial slavery (serfdom); transition from slave labour to free paid labour or independent production. The account of each aspect of the problem is

accompanied by the suggestions put forward by the Committee.

After this general review of the situation, the Committee of Experts replies to the questions put to it by the Council.

In reply to the first question : " To what extent has the 1926 Convention succeeded in putting an end to slavery, and what obstacles stand in the way of fresh progress in this direction ", the Committee considered that, though showing substantial improvement, the documentation supplied did not permit of a formal reply.

On the second question : " By what methods could assistance be rendered to States desirous of receiving it with the object of putting an end to slavery within their territory ", the Committee observed that Liberia alone had requested help of this kind. As, however, a special Committee of the Council had been constituted to study questions regarding that country, the experts deemed it proper to refrain from making any suggestions in the matter.

In reply to the third question : " Whether it was desirable to make any modifications in the existing machinery of the League ", the Committee considered : (a) that there should be a special Bureau responsible for receiving and, if possible, completing the documentation and for classifying it; (b) that a small Permanent Committee should be appointed to work upon the documentation collected by the Bureau and inform world opinion as to the state of slavery, thus promoting the development of ideas calculated to lead to the abolition of slavery in all its forms.

In reply to the fourth question : " What measures can the Committee suggest in order to bring about the ratification of or accession to the 1926 Convention by States which have not already done so ", the Committee could suggest no other means than to recall at each successive session of the Assembly the existence of this Convention and the value of ratifying or acceding to it, if only to bring moral force to bear in the campaign against slavery.

Acting upon the suggestions and recommendations of the Committee of Experts, the Assembly decided to constitute an Advisory Committee to study and examine the documents

supplied or transmitted by Governments to the Secretariat; to study, on the basis of such documents and of the special knowledge of its members, the facts and the institutions mentioned in Article I of the 1926 Convention; to study the means of gradually abolishing these institutions or customs, and to examine the question of financial assistance to be afforded by the League to countries applying for such assistance for the purpose of solving problems connected with the abolition of slavery.

In carrying out its duties, this Committee would refrain from consulting organisations or persons on facts concerning slavery. Such organisations or persons should send in their complaints or observations through the intermediary of their respective Governments. Any communication regarding a given country sent to the Committee by the Government of another State would be forwarded through the Council to the Government concerned for its observations.

The Committee would not be competent to hear depositions.

In agreeing to the constitution of this Committee, the Governments parties to the Slavery Convention of 1926 would not assume any obligation modifying the undertakings they had entered into in virtue of that Convention.

The Assembly instructed the Secretary-General to include the necessary credits for the constitution of this Advisory Committee in its 1934 budget estimates and requested the Council in the meantime to take any steps which would not involve financial outlay and were calculated to facilitate the execution of the resolution.

CHAPTER XIV

MISCELLANEOUS

I. Budget of the League of Nations. — II. Rationalisation of the Various Organs of the League. — III. Higher Officials. — IV. Appointment of the Secretary-General and of Two Under-Secretaries-General. — V. Salaries of Officials. — VI. Construction of New Buildings. — VII. Allocation of Expenses. — VIII. Contributions in Arrear.

I. — BUDGET OF THE LEAGUE OF NATIONS.

The budget of the League of Nations was fixed for 1933 at 33,429,132 francs, as compared with 33,687,994 francs in 1932.

The budget as originally drafted totalled 32,849,875 francs but, as the result of the addition of certain supplementary credits — in particular a credit of 436,000 francs for the World Monetary and Economic Conference — it was increased to 33,429,132 francs; this figure shows a reduction of more than two hundred thousand francs on that of last year's budget.

The proposed expenditure is distributed as follows :

	Swiss francs
1. Secretariat and Special Organisations of the League	17,322,459
2. International Labour Organisation	8,851,972
3. Permanent Court of International Justice	2,660,196
4. Nansen International Refugee Office	297,763
5. Buildings at Geneva	2,034,659
6. Pensions	1,829,906
7. Working capital fund	432,177

Economy was the dominant note in this year's discussions in the Assembly regarding the finances of the League. The long discussion which preceded consideration of the budget dealt in particular with the rationalisation of the various organs of the League, the higher officials, the salaries of officials and contributions in arrear.

In May 1932, the United Kingdom representative had submitted to the Council a memorandum in which he proposed that the whole question of the League's expenditure should be carefully investigated in order that the expenditure for 1933 might be reduced.

The Council, after examining this memorandum, decided to ask the Supervisory Commission to make a careful study of the expenditure of the League of Nations, particularly as regards questions of personnel, salaries and the supervision over expenditure.

II. — RATIONALISATION OF THE VARIOUS ORGANS OF THE LEAGUE.

One of the best means of effecting economies seemed to be the rationalisation and concentration of various services and activities of the Secretariat. Hence the Assembly asked the Supervisory Commission to proceed during the forthcoming year to a detailed examination of possible economies along these lines, subject to the reservation that the essential work of the League should in no way be impaired. Posts proved by this examination to be superfluous might be abolished by the Secretary-General before the next ordinary session of the Assembly. If more extensive re-organisation were to be undertaken, the Secretary-General must first submit the question to the Council for approval. Lastly, in cases where existing contracts expired, or where posts fell vacant for some other reason, the Secretary-General was to consider the possibility of refraining from making any fresh appointment.

These provisions were not, however, to mean that nationals of States at present not represented on the staff

of the Secretariat and Labour Office should be prevented from obtaining posts.

Further, the Governing Body of the International Labour Office, which had already studied the subject of rationalisation and taken certain steps to secure it, was requested to assist the Supervisory Commission when it came to deal with the International Labour Office and its co-operation with the Secretariat.

III. — HIGHER OFFICIALS.

In view of the resignation of the Secretary-General, Sir Eric Drummond, the Assembly studied the whole question of the higher officials of the Secretariat — in abeyance since 1930.

It also drafted a public declaration to be made by League officials upon assuming office.

After affirming the principle that the holders of the higher posts in the Secretariat, including the Secretary-General, ought, like all League officials, to be chosen for their abilities, their personal qualifications and the contribution they could make to the fulfilment of the League's tasks, the Assembly, to facilitate the application of this principle and in order to give the Members of the League not permanently represented on the Council a larger share in the responsibilities devolving on the principal officers of the Secretariat, created a second post of Deputy-Secretary-General.

One of these posts was to be assigned to a national of a State not permanently represented on the Council, in the event of the Secretary-General having been chosen from among the nationals of States permanently represented there.

The Assembly also felt that, when making appointments to the higher posts of the Secretariat, the main geographical divisions should be borne in mind, in accordance with the principles observed in the constitution of other directing organs of the League of Nations.

This point settled, it decided to retain three posts of Under-Secretary-General, and to consider the Legal Adviser, whose functions were non-political, as holding the rank of an Under-Secretary-General.

It settled that the Secretary-General should be appointed for ten, the Deputy-Secretaries-General for eight, and the Under-Secretaries-General for seven years.

Finally, giving effect to the wishes expressed that a more equitable distribution of nationalities should be effected in the Secretariat, it agreed that not more than two nationals of any one State Member of the League should hold the higher posts in the Secretariat, including those of Directors, and that this principle should be carried into effect at the earliest possible moment, existing contracts remaining unaffected.

IV. — APPOINTMENT OF THE SECRETARY-GENERAL AND OF TWO UNDER-SECRETARIES-GENERAL.

On October 17th, 1932, the Council appointed M. Joseph Avenol¹ to succeed Sir Eric Drummond as Secretary-General of the League of Nations as soon as the resignation of the latter became effective, and, on December 9th, the Assembly was invited to give its opinion on this appointment in virtue of Article 6 of the Covenant of the League of Nations, which provides that the Secretary-General shall be appointed by the Council with the approval of the majority of the Assembly.

The Council's choice was ratified by forty-two votes out of forty-four.

¹ M. Joseph Avenol was born on June 9th, 1879, at Melle (Department of Deux-Sèvres).

Inspector and then Inspector-General of Finance, he was the French Government's financial representative in London from 1916 to 1923, and in 1919 took part in the work of the Supreme Economic Council.

Expert and delegate at the Conferences of London, San Remo, Hythe, Spa, Boulogne, Brussels, Cannes and Genoa, he was member of the Financial Committee of the League of Nations from 1920 to 1923. In this capacity, he was especially concerned with the financial restoration of Austria.

Since January 1923, as Deputy-Secretary-General of the League of Nations in charge of the Technical Organisations, he has carried out numerous missions in Central and Eastern Europe and in the Far East and Canada.

The President of the Special Assembly, M. Paul Hymans, said it was the first time the Assembly had been called upon to apply the provisions laid down in the Covenant for electing a Secretary-General of the League. Only a simple majority was required, but M. Avenol had been elected almost unanimously. He added :

That is, therefore, a spontaneous mark of confidence from almost all the delegations representing States Members of the League of Nations in a man who, for years, has devoted all his talent and all his activities to our work. M. Avenol was first a member of the Financial Committee, and he gave us very efficient service towards the financial reconstruction of certain States. He always acted to the point and was always listened to with deference.

Referring to the departure of Sir Eric Drummond, the President recalled the words of M. Titulesco on a former occasion : "Our Secretary-General is an article of the Covenant". He then continued as follows :

The value of institutions depends upon the value of the men in charge of them. Sir Eric Drummond was one of those who built and who inspired the League of Nations. We must pay a tribute to him and thank him. He knows that this manifestation of our feelings is not the last we shall make to him, and I trust that he feels that we cannot leave each other without instinctively coming back and stretching our hands towards each other.

The Assembly adopted a resolution submitted by a large number of delegations expressing its gratitude for the inestimable service Sir Eric Drummond had rendered to the League, and declaring that he had deserved well of the League of Nations and of its ideals of justice and peace. It was decided that, in order to perpetuate his memory, a portrait of Sir Eric Drummond should be placed in the Palace of the League of Nations.

Various speakers, including M. Matos (Guatemala), M. Politis (Greece) and Sir John Simon (United Kingdom), congratulated Sir Eric Drummond on the way in which he had carried out his heavy task and expressed once

more the unanimous regret of the Member States at his resignation.

Sir Eric Drummond thanked the Assembly, recalling his fourteen years of service to the League, and expressing his faith in its future :

In spite of crises, in spite of criticism, I am convinced that the League is far stronger to-day than it was when that bold and untried experiment was first undertaken. It is true that the League has not altogether fulfilled the hopes of its keenest supporters, but it has undoubtedly belied the predictions of its enemies who foretold that, in a troubled world, its early demise was certain.

M. Avenol, after thanking the Assembly for the confidence it had shown him, continued as follows :

I regard it as a happy augury that I should receive my investiture at the hands of one who presided at the first Assembly of the League of Nations, who was one of its founders. . . . In ratifying the unanimous decision of the Council, you have done me the signal honour of entrusting me with the great and important task assigned under the Covenant to your Secretary-General. In the hope that I shall derive from the confidence shown in me to-day the courage to fulfil this task, I accept it, fully alive to its importance, and am prepared wholly to devote myself to it. . . .

If I may interpret the reasons for your decision, I am perhaps not wrong in thinking that one of the first of these is your desire to ensure continuity in the organisation which Sir Eric Drummond has founded and inspired, and for the main lines of which he is responsible.

After ten years of the closest co-operation with him, I shall, in taking up my new duties, feel, more perhaps than anyone else, the loss of his guidance and unparalleled experience.

Amongst the considerations which, according to the Preamble, inspire the provisions of the Covenant, there is one which I should like, if I may be so permitted, to take as my constant precept and, indeed, as the guiding principle of the Secretariat's life and being : " the prescription of open, just and honourable relations between nations ".

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The Council appointed two Under-Secretaries-General, M. Trendelenburg¹ and M. Pilotti² to replace M. Dufour-Feronce and the Marquis Paulucci di Calboli Barone.

Before taking up their posts, the two new Under-Secretaries-General made publicly in the presence of the Council the declaration of loyalty approved by the Assembly.

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.

V. — SALARIES OF OFFICIALS.

The question of salaries of officials was the subject of a keen controversy.

¹ Dr. Ernst Trendelenburg. Born at Rostock (Mecklenburg) on February 13th, 1882.

Doctor of Law; entered the Reich Department of Justice in 1908; was transferred later to the Department of the Interior; appointed Privy Councillor to the Reich Ministry of Economy in 1918; Commissioner of the Reich for the Regulation of Imports and Exports 1919 to 1922; Director in the Reich Ministry of Economy 1922; Secretary of State in the same Ministry at the end of the same year; President of the German delegation in the Franco-German negotiations 1924-25; member of the Economic Committee of the League of Nations 1926; delegate at the World Economic Conference 1927; President of the Economic Committee of the League of Nations 1929; Member of the Reich Economic Council; Senator of the Kaiser Wilhelm Gesellschaft zur Förderung der Wissenschaften.

² M. Massimo Pilotti. Born at Rome on August 1st, 1879.

Doctor of Law; called to the Bar in 1901; Counsellor of the Court of Cassation in 1926; First President of the Court of Appeal in 1930.

From 1919 he was a member of the Italian delegation at all the international conferences: Paris 1919, Spa-Brussels 1920, London 1924, Locarno 1925, The Hague 1929-30, London 1930, Geneva and Lausanne 1932.

Legal Adviser to the Italian Ministry for Foreign Affairs in 1927, delegate to the Assemblies of the League of Nations from 1924.

President in 1925 of the Coblenz Arbitral Commission responsible for estimating the value of payments in kind made under Articles 8 to 12 of the Rhine Agreement; President in 1931 of the Permanent Legal Committee of the Advisory and Technical Committee for Communications and Transit; Chairman of the Special Committee for Chemical and Bacterial Weapons of the Disarmament Conference.

Certain delegations expressed the opinion that these salaries were too high, in view of the reduced cost of living, the salary reductions in almost all national administrations and the necessity of economising. Other delegations pointed out that the cost of living at Geneva was still very high, and that they considered the present salaries justified, in view of various other considerations (recruiting of competent staff, expatriation, difficulties regarding promotion, etc.). The Supervisory Commission was against tampering with a system, finally adopted by the 1930 Assembly, which the Assembly had refused to reconsider in 1931.

Nevertheless, a proposal was submitted to the Assembly that a unanimous appeal should be made to the officials asking them to make a spontaneous offer to reduce their salaries. This proposal was not adopted, but, during the discussion, delegates raised the question as to whether the Assembly had or had not the right unilaterally to amend the contracts of its officials.

Consideration of this point was referred to a Committee of five jurists which unanimously declared that the Assembly had not the right unilaterally to reduce salaries unless expressly afforded this right by a clause in the contracts.

On the other hand, where future contracts were concerned, the Assembly decided to effect from October 15th, 1932, as an experimental measure for two years, a 10 per cent reduction in the present scale of salaries. It further recommended the inclusion in all new contracts of a clause stipulating that it had the right unilaterally to modify the salaries paid.

The Assembly felt that exemption from this future reduction should be afforded to temporary staff holding short-term contracts, whose pay had already been considerably reduced, as well as to personnel whose annual emoluments totalled 6,500 francs or under.

VI. — CONSTRUCTION OF THE NEW BUILDINGS.

The architects entrusted with the construction of the new buildings of the League of Nations presented, in September 1931, a revised estimate which exceeded by

approximately 2,750,000 francs the credit voted by the Assembly in 1930. To deal with this situation, the Assembly instructed the Supervisory Commission to examine the financial situation with regard to the new buildings and to submit to the Council for approval as soon as possible a scheme which would comply with the Assembly's desire to keep, as far as possible, within the limits previously fixed. The situation was particularly serious, inasmuch as the Building Committee had reported to the Secretary-General that, in its opinion, even this increased estimate would be insufficient, and that there was reason to fear that the credit voted in 1930 would be exceeded by 7 or 8 million Swiss francs.

After interviews with the architects and the members of the Building Committee, the Supervisory Commission informed the Council, in January 1932, that a substantial increase in expenditure was indeed to be anticipated unless certain reductions could be effected in the plans and stricter supervision exercised over their execution. It emphasised, moreover, that unity of direction was a question of the highest importance and deplored the errors and delays caused by the division of responsibility among five architects. It proposed that the Chairman of the architects should henceforward be given executive power as responsible director of the works and should take all decisions within the customary time-limits. This proposal was unanimously accepted by the architects themselves.

After a technical enquiry and various calculations undertaken by the Supervisory Commission, the estimate was finally fixed at 25,577,150 francs. The architects gave an undertaking that, unless circumstances arose over which they had no control, they would keep within the limits of this estimate.

Confronted with these figures, the Supervisory Commission found itself unable to agree upon a unanimous report. Three members were in favour of adjourning the construction of the Assembly Hall and Committee Rooms until the general financial situation of the world should improve, while the other two members felt that the expenditure which had been already incurred and which would be wasted by a suspension of the work

was so high that adjournment would be a thoroughly uneconomic solution of the difficulty.

On being asked for a decision, the majority of the Council pronounced against the interruption of the work. Since then, operations have been pushed forward as actively as possible. The plans of the Assembly Hall and Committee Room block have been carefully revised in order to effect the economies demanded by the Supervisory Commission. The Secretariat building and the library are both well advanced. Contracts have been allotted for the heating, ventilation and sanitary installations, and for the fitting-up of the book-stack in the library.

VII. — ALLOCATION OF EXPENSES.

The Assembly fixed Turkey's contribution at 10 units and that of Iraq at 5.

It decided, however, in the case of Turkey that this decision would only apply to the year 1933 and that the question should be examined afresh next year.

Certain delegations further pointed out that the scale for the allocation of expenses was no longer fitted to the present situation and asked that other criteria should be used when establishing the quotas of States. The Chairman of the Committee on the Allocation of Expenses recalled that, in any case, the scale in force was applicable to the financial years 1933 and 1934 and that the new scale under review was not to be submitted until the 1934 Assembly.

VIII. — CONTRIBUTIONS IN ARREAR.

With reference to the League's present situation, various delegations drew attention to the contributions in arrear for 1932.

On September 19th, the proportion of contributions received for the current year amounted to 58.83 per cent, or 64.14 per cent, if contributions in arrear already received were added to this figure; the figure in question showed

an 8 per cent reduction on that for the corresponding period of last year. As the Secretariat expenditure on that date represented only 47.5 per cent of the budget, there was a balance in hand of 3,750,000 francs. Further payments were made thereafter which considerably increased the percentage.

The substantial economies effected were due to the fact that the estimates for the Disarmament Conference had been drawn up on the assumption that a certain number of Committees would be meeting simultaneously for some considerable time.

The question of contributions in arrear was studied by a special Committee which submitted a confidential report. Upon receiving this report, the Assembly, after noting with regret and grave concern that a certain number of States had not fulfilled their financial obligations towards the League, appealed to all the States Members to liquidate their arrears without delay and thereby demonstrate their attachment to the ideals of the League.

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