

THE LEAGUE
FROM YEAR TO YEAR
(1934)

INFORMATION SECTION
LEAGUE OF NATIONS
GENEVA

THE LEAGUE FROM YEAR TO YEAR (1934)

INFORMATION SECTION
LEAGUE OF NATIONS
GENEVA

THE LEAGUE
FROM YEAR TO YEAR
(1921)

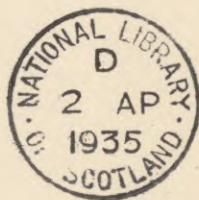


TABLE OF CONTENTS

INTRODUCTION

	Page
The League of Nations in 1934 : General Summary .	11

CHAPTER I

ORGANISATION OF PEACE AND DISARMAMENT

I. — <i>Conference for the Reduction and Limitation of Armaments</i>	16
1. Reduction of Armaments	17
2. Effectives	18
3. Equality of Rights	18
4. Security	19
5. Duration of the Convention	19
II. — <i>Co-operation of the Press in the Organisation of Peace</i>	24

CHAPTER II

THE PERMANENT COURT OF INTERNATIONAL JUSTICE

I. — <i>The Statute and Rules of the Court</i>	26
II. — <i>Jurisdiction of the Court</i>	27
III. — <i>Work of the Court</i>	28
I. The Lighthouses Case (France <i>v.</i> Greece)	28
2. The Oscar Chinn Case (Belgium <i>v.</i> United Kingdom)	33

CHAPTER III

LEGAL AND CONSTITUTIONAL QUESTIONS

	Page
I. — <i>The Union of Soviet Socialist Republics, Afghanistan and Ecuador join the League</i>	38
II. — <i>Elections to the Council</i>	41
III. — <i>Delegates to the Assembly</i>	41
IV. — <i>Nationality and Status of Women</i>	42
V. — <i>Constitution of League Committees</i>	42
VI. — <i>Registration of Treaties</i>	42

CHAPTER IV

POLITICAL QUESTIONS

I. — <i>Dispute between Bolivia and Paraguay.</i> . .	44
II. — <i>Dispute between Colombia and Peru.</i>	51
III. — <i>Relations between Hungary and Yugoslavia.</i> .	53
IV. — <i>Claim of Finland against the United Kingdom</i>	58
V. — <i>Reparation for Damages suffered by Swiss Citizens during the War.</i>	59
VI. — <i>Measures resulting from the Non-recognition of " Manchukuo "</i>	60
VII. — <i>Liberian Request for Assistance.</i>	61
VIII. — <i>Dispute between Greece and Bulgaria.</i> . . .	63
IX. — <i>Treaty of Conciliation and Non-aggression signed at Rio de Janeiro</i>	64
X. — <i>Relations between the League of Nations and the Pan-American Union</i>	65
XI. — <i>Commission of Enquiry for European Union</i>	65

CHAPTER V

THE SAAR TERRITORY AND THE FREE CITY OF DANZIG

I. — <i>The Saar Territory:</i>	
1. Appointment of the Governing Commission	66
2. Organisation of the Plebiscite.	66

	Page
II. — <i>The Free City of Danzig:</i>	
1. Constitutional Questions	77
2. Arbitral Procedure between Poland and Danzig relating to Social Insurance	79

CHAPTER VI

THE PROTECTION OF MINORITIES

I. — <i>Protection of Minorities at the Fifteenth Assembly</i>	81
II. — <i>Work of the Council</i>	84
III. — <i>Settlement of the Assyrians of Iraq</i>	84

CHAPTER VII

MANDATES

I. — <i>Annual Reports:</i>	
1. Palestine and Trans-Jordan	86
2. Syria and the Lebanon	87
3. Tanganyika	88
4. Cameroons and Togoland under French Mandate	89
5. Islands under Japanese Mandate. .	90
6. Western Samoa	91
7. South West Africa	91
8. Other Territories	92
II. — <i>Special Questions</i>	92
III. — <i>Petitions</i>	94

CHAPTER VIII

ECONOMIC AND FINANCIAL WORK

I. — <i>Work of the Economic Committee.</i>	97
II. — <i>Compensation and Clearing Agreements</i> . . .	97
III. — <i>Veterinary Questions</i>	98
IV. — <i>Work of the Financial Committee.</i>	99
V. — <i>Committee of Statistical Experts</i>	101
VI. — <i>Economic Intelligence Service</i>	101

CHAPTER IX

COMMUNICATIONS AND TRANSIT ORGANISATION

	Page
I. — <i>Legal Questions:</i>	
1. Petitions	104
2. Legal and Administrative Regime of Frontier Railway Stations and Junctions	105
II. — <i>Questions mainly Economic:</i>	
Public Works	105
III. — <i>Technical Questions:</i>	
1. Road Traffic :	
(a) Signals at Level Crossings. .	107
(b) Enquiries into Road Traffic Accidents and their Causes, the Physical Qualifications of Motor-drivers and the Conditions of Issue and Withdrawal of Motor- drivers' Licences	108
2. Unification of Coastal Buoyage. . .	108
3. Tonnage Measurement	108
4. Co-operation with China	108
5. Pollution of the Sea by Petrol Oils. .	109
6. Customs Exemption for Liquid Fuel	109
7. League Wireless Station	110

CHAPTER X

HEALTH ORGANISATION

I. — <i>Permanent Work and Services.</i>	113
II. — <i>Permanent Technical Commissions</i>	115
III. — <i>Expert Enquiries</i>	118
IV. — <i>Technical Co-operation with Certain Govern- ments</i>	124
1. China	124
2. Greece	125
3. Czechoslovakia	127
4. Chile	128

CHAPTER XI

INTELLECTUAL CO-OPERATION

	Page
I. — <i>Intellectual Work:</i>	
1. "Conversations" and "Open Letters"	131
2. Intellectual Rights	132
II. — <i>Work in connection with the League:</i>	
1. League of Nations Teaching	133
(a) Revision of School Text-books	134
(b) Educational Information Centres	135
(c) International Students' Organisations	135
2. Study of International Relations. . .	135
3. Draft International Convention on Broadcasting and Peace	136
4. Intellectual and Educational Function of Broadcasting	136
5. The Cinema and International Life. .	137
6. International Co-operation in Social and Political Science.	137
III. — <i>Work in Various Countries:</i>	
1. Exact and Natural Sciences :	
(a) Co-ordination of Scientific Museums	138
(b) Relations with the International Council of Scientific Unions	138
(c) List of Physical Laboratories	139
(d) Annual Tables of Constants and Numerical Data. . .	139
2. Libraries : Archives	139
3. Collection of Documentary Information	140
4. Literature	140
5. Fine Arts : International Museums Office	141
6. The Intellectual Co-operation Organisation and China	141
7. National Committees	142
8. International Educational Cinematographic Institute	142

CHAPTER XII

SOCIAL AND HUMANITARIAN WORK

	Page
I. — <i>Traffic in Opium and Other Dangerous Drugs</i>	144
1. Enforcement of Conventions	145
2. Hungarian Method of obtaining Morphine from Poppy Straw	147
3. Indian Hemp	148
4. Illicit Traffic	149
5. Position in China	150
II. — <i>Protection and Welfare of Children and Young People :</i>	
1. Report on Traffic in Women and Children in the East	153
2. The Abolition of Licensed Houses.	155
3. Extradition	157
4. Convention on Penalties for <i>Souteneurs</i>	158
5. Further Ratifications	158
III. — <i>Child Welfare</i>	158
1. Effect of the Economic Depression and Unemployment on Children and Young People	159
2. The Secretariat as a Centre of Information	161
IV. — <i>Assistance to Indigent Foreigners</i>	162
V. — <i>Treatment of Prisoners</i>	163
VI. — <i>International Relief Union</i>	164
VII. — <i>Slavery</i>	165

CHAPTER XIII

TECHNICAL CO-OPERATION BETWEEN THE LEAGUE OF NATIONS AND CHINA

I. — <i>Agriculture</i>	168
II. — <i>Cotton</i>	169
III. — <i>Silk</i>	169
IV. — <i>Water Conservancy</i>	170
V. — <i>Roads</i>	171
VI. — <i>Health</i>	172
VII. — <i>Education</i>	175
VIII. — <i>Summary</i>	176

CHAPTER XIV

WORK OF ASSISTING AND SETTLING REFUGEES

	Page
I. — <i>Work of the Nansen International Office</i>	180
II. — <i>Inter-Governmental Advisory Commission for Refugees</i>	181
III. — <i>Work of the Assembly</i>	182
IV. — <i>Refugees from Germany</i>	183

CHAPTER XV

MISCELLANEOUS

I. — <i>Budget of the League</i>	184
II. — <i>Financial Situation</i>	184
III. — <i>Contributions in Arrears</i>	185
IV. — <i>Allocation of Expenses</i>	186
V. — <i>Staff Pensions Fund</i>	188
VI. — <i>New League Buildings</i>	188
VII. — <i>Appointment of an Under-Secretary-General</i>	190

INTRODUCTION

After the events of 1933, the League of Nations passed through another difficult year in 1934. The work of the Disarmament Conference was held up and, from the economic point of view, the decline in international trade and financial relations has persisted.

But there are other facts to be noted. First, the entry into the League of three new Members, one being a great Power, the Union of Soviet Socialist Republics.

The Plebiscite in the Saar on January 13th, 1935, was carefully prepared. The troops placed by four States at the disposal of the League maintained order in the territory. And, further, some delicate political problems were solved; in particular, the dispute that arose between Hungary and Yugoslavia.

Thus, M. Beneš, the President of the Council, when opening the Assembly's ordinary session, set off the gains against the losses for the year and was able to conclude :

“ On striking a balance between the whole of the debit and the whole of the credit items in the present general situation, I thus find that the result is not discouraging for the League. There are doubtless many destructive forces now at work in the public life of the world, and they are acting with extraordinary violence and energy. They are, however, being opposed and neutralised by positive and beneficent forces and tendencies which are no less energetic and effective. The first and most important of these vital forces is the League of Nations itself, the efforts it is making, and the ties it has established between nations — ties which cannot be destroyed outright. Though we must frankly admit that in some cases the League is not strong enough to prevent errors or misfortunes, yet it nevertheless remains an indestructible force and an insurmountable barrier to the powers of darkness.”

1. POLITICAL AND ADMINISTRATIVE.

The League of Nations has dealt with political disputes relating in particular to Latin America and to Europe.

The conflict between Colombia and Peru, which had been brought before the League in 1933, was terminated. The negotiations entered upon by the parties, in accordance with the Council's recommendations, ended in an agreement, in application of which the Leticia territory was officially handed over to Colombia on June 19th.

The dispute between Bolivia and Paraguay has, however, persisted. The Committee sent to the Chaco by the Council submitted on its return certain recommendations which the parties were unwilling to accept. Bolivia, after invoking Article 15 of the Covenant, brought the matter before the Assembly; the Assembly set up a Committee to endeavour to obtain a settlement by conciliation, and, in case of failure, to prepare the report provided for in § 4 of Article 15. Conciliation was not attained, and, on November 24th, the Assembly, meeting in extraordinary session, approved a report containing the solutions recommended.

In Europe, the League arranged for the Plebiscite in the Saar territory, provided for by the Treaty of Versailles; the date of this Plebiscite was fixed for January 13th, 1935. In June, a Plebiscite Commission and a Supreme Court were established. Germany and France, as parties interested, entered into an undertaking not to discriminate against inhabitants of the territory on political grounds connected with the Plebiscite. Later, the League of Nations took note of certain technical agreements between Germany and France relating to the disposal of the Saar mines. To maintain order in the Territory, an international force of troops from the United Kingdom, Italy, the Netherlands and Sweden was formed.

On two occasions, a dispute has arisen between Hungary and Yugoslavia. In the spring, at Hungary's request, the Council dealt with incidents that had occurred on the frontier between the two countries. In December, it examined the complaint made by Yugoslavia, which denounced the responsibility of the Hungarian authorities in the terrorist activity which led, on October 9th, to the assassination of King Alexander I and M. Louis Barthou.

The Council again had before it the Finnish Government's claim against the United Kingdom in connection with vessels used by the British authorities during the war, and also an application from the Swiss Confederation in regard to reparation for damage sustained, also during the war, by its nationals. The question of the Council's jurisdiction was raised in each of these matters.

As regards Disarmament, the negotiations that began at the end of 1933 between the principal Powers were continued during the first four months of 1934, without an agreement being reached.

The General Commission of the Conference, on June 8th, adopted a programme of work. But, in November, the general situation had not changed and work was limited to three problems : the establishment of the Permanent Disarmament Commission, the supervision of the manufacture of and trade in arms, and the organisation of a system of budgetary publicity.

The generalisation of the system of minorities protection led to a long debate in the Assembly. During the discussion, the Polish representative declared that, until such time as the system should be made general, his Government would be obliged to refuse to co-operate with international bodies in regard to the supervision of Poland's application of the system of minorities' protection. The United Kingdom, French and Italian delegations recalled in this connection the fact that no State could, by unilateral action, free itself from obligations such as Poland had entered into in regard to minorities.

2. TECHNICAL.

The efforts of the Intellectual Co-operation Organisation for intellectual *rapprochement* and mutual understanding went forward. The Organisation has dealt with important problems of the moment and has endeavoured to define the elements of a common factor for the defence and for the progress of civilisation and the organisation of relations between peoples.

In the field of finance, the League has continued to give assistance to certain countries, such as Austria, Bulgaria and Hungary, for the improvement of their finances and for the attaining of budgetary equilibrium. As regards Austria, the 1923 loan, issued under the auspices of the League, was converted during 1934.

The Financial Committee has also kept a watch on the situation in other European countries in whose financial restoration it participated directly in the past; it has also given opinions to the Council on the financial organisation of the Saar Plebiscite.

The Economic Committee reviewed the world economic situation and emphasised the dangers caused to international economics by the tendency to self-sufficiency.

The Communications and Transit Organisation has had to deal with legal, economic and specifically technical matters.

The Organisation has been trying to secure a regular method of signalling at level crossings, and has been considering the preparation of model conventions to facilitate the conclusion of bilateral agreements concerning railway stations at frontiers.

The Committee also took up a new question; the pollution of the sea by discharges of oil and oily matter from ships.

The Health Organisation has attained valuable results. The Committee on biological standardisation has adopted standards and international units for a number of therapeutic sera. A Conference met in London under the auspices of the Committee and dealt with the standardisation of

vitamins. The Opium Commission of the Organisation has established a standard method of calculating the morphine content in samples of raw opium. The Malaria Commission has been searching for an effective remedy for fever less costly than quinine, and has investigated the therapeutical value of totaquina and recently synthetised preparations, like plasmoquin and atebrin.

The coming into force of the 1931 Limitation Convention on July 9th, 1933, was an event of great importance in the League's campaign against the traffic in opium and dangerous drugs. Thanks to a stricter and more general application of the Conventions, the volume of the legitimate trade in opium, coca leaves and manufactured drugs has steadily decreased. Attention is now to be given to the preparation of a convention on the repression of the illicit traffic in dangerous drugs and also to certain new problems : addiction to Indian hemp and new methods of manufacturing morphine.

As regards the protection of women and children, the point which has received most attention from the League has been the traffic in women and children in the Far East. It has been suggested that a conference on this subject should be held at Singapore during 1935.

In its work for refugees the Nansen International Office has been trying to limit the evils of the spread of economic depression and to remedy the effects produced on refugees by the measures taken in numerous countries to prohibit the employment of foreign labour.

The technical co-operation between the League and China, which began in 1929, has been actively pursued.

CHAPTER I

ORGANISATION OF PEACE AND DISARMAMENT

I. Conference for the Reduction and Limitation of Armaments: (1) Reduction of Armaments; (2) Effectives; (3) Equality of Rights; (4) Security; (5) Duration of the Convention. — II. Co-operation of the Press in the Organisation of Peace.

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

On November 22nd, 1933, the Bureau of the Conference for the Reduction and Limitation of Armaments, having regard to the divergencies existing on certain important political issues, decided that the General Commission should adjourn.¹ With a view to reconciling the different points of view, the Bureau stated that it was in favour of the commencement of parallel and supplementary negotiations between the States chiefly concerned.

In accordance with this recommendation, negotiations were carried on between the American, British, French, German and Italian Governments from December 1933 until April 1934. They may be grouped in two periods.

In the first (December to March), the United Kingdom Government, in a desire to reach a compromise, proposed that the draft Convention submitted by it in March 1933 to the Conference² should be modified as follows :

First, it agreed to extend the principle of consultation in the event of a breach or threat of breach of the Pact of Paris to the event of a breach or threat of breach of the Disarmament Convention itself.

¹ See *The League from Year to Year, 1933*, page 58.

² *Ibid.*, page 41.

The Convention had assigned to Germany 200,000 effectives on a basis of eight months' service. The German Government had suggested 300,000 effectives on a basis of twelve months' service. The United Kingdom Government thought that accommodation might be found between these two figures, provided it were understood that there would be parity in the matter of effectives as between the home forces allotted to France, Germany, Italy and Poland. The reduction of the European continental armies to a standard type should be completed in, at most, four years. Military training outside the army should be prohibited, this prohibition being checked by a system of permanent and automatic supervision.

As regards tanks, the maximum limit should be 16 tons ; tanks over 30 tons would be destroyed by the end of the first year, those over 20 tons by the end of the third year, and those over 16 tons by the end of the fifth year. The German army might be equipped with tanks up to 6 tons.

For mobile land guns, the maximum limit was raised from 115 mm. (4.5") to 155 mm. (6.1"). Guns over 350 mm. (13.7") would be destroyed by the end of the first year, those over 220 mm. (8.6") by the end of the fourth year and those over 155 mm. (6.1") by the end of the seventh year.

In the case of military and naval aircraft, Germany and other States disarmed by the peace treaties would postpone their claim to such weapons. If, however, the Permanent Disarmament Commission had not decided in favour of abolition of naval and military aircraft at the end of two years, all countries would be entitled to possess military aircraft.

France, Germany and Italy, in a series of memoranda, stated their views as follows :

1. *Reduction of Armaments.*

The French Government was in favour of a supervised reduction of armaments carried out progressively and to a level permitting of the achievement of equality of rights within a system of security. Equality should be reached by stages and by reductions successively effected by the armed

countries and not by the rearmament of the countries disarmed by the treaties of peace.

Germany would accept any measure of disarmament accepted by the other Powers. She did not conclude, however, from the notes exchanged with the heavily-armed Powers that they contemplated any effective measure of disarmament sufficient for her to modify her general attitude.

The Italian Government had come to doubt whether the armed Powers would be willing or able to agree upon such measures of disarmament as would permit of a solution of the present difficulties and at the same time keep the demands of Germany within the limits originally contemplated.

2. *Effectives.*

The German Government considered that, for a fair comparison of effectives, account should be taken of trained reserves and of oversea troops stationed near enough to the home country to enable them to be used at home for military purposes.

The French Government considered that French and German effectives could only be compared in respect of effectives intended for the defence of the home territory. Comparison, moreover, was only possible if all forces with a military character were subject to limitation. France made explicit reservations with regard to the claim of the German Government to raise its regular army, without delay, to a strength of 300,000 men, equipped with the necessary material, without any preliminary enquiry into the present position of that army.

The Italian Government assumed that the German demand for 300,000 men was based on the supposition that the armed countries did not intend to reduce their effectives. Italy considered that the whole problem of reduction and standardisation was too complicated, and suggested an agreement on the *status quo*.

3. *Equality of Rights.*

Germany claimed that her army could not be deprived of all its military power during the period of conversion of the

Reichswehr into a short-service army. The necessary armaments must be made available to Germany at the time of conversion.

France did not consider that Germany might acquire the armaments retained by the other Powers but at present denied to her until after the conversion of the German army and the absorption of the pre-military and paramilitary formations into the regular effectives to be limited by the Convention.

Italy expressed the view that the practical question was no longer how to prevent the rearmament of Germany, but how to avoid its being effected outside all regulation and control.

4. *Security.*

France considered agreement was unlikely unless a regulation of armaments was combined with assurances in the political field, and means to give effect to such assurances. It should be possible to correct any evident breach of the Convention with the aid of sanctions proportionate to its gravity. Aggression should be explicitly prohibited and effectively dealt with under the Covenant of the League, which remained the only organisation able to furnish a collective guarantee of peace. The French Government agreed with the United Kingdom and Italy in desiring the return of Germany to the League, for this would be the best guarantee of security.

Germany suggested that the European Powers should sign pacts of non-aggression, to be renewed after ten years, without prejudice to the Agreements of Locarno.

5. *Duration of the Convention.*

The original draft Convention submitted by the United Kingdom Government was to be for a duration of five years. France suggested a Convention for eight years, providing for a reduction of armaments from the fifth year. The United Kingdom Government subsequently proposed that the Convention should be for a period of ten years, leaving intact, however, the principle of reduction. Italy favoured a period

of six years for the duration of a convention which would provide only for a limitation of armaments.

In the second part of the negotiations, in April, the German Government agreed to take the British proposals as the basis of the Convention, and also consented to the postponement of the reduction of armaments of the other Powers for the moment. She also accepted that pre- and para-military organisations should be guaranteed not to possess a military character. On the other hand, she claimed to be allowed to have an air force of machines with a short radius of activity, their effectives not to exceed 50 per cent of the French military air force, provided that within ten years Germany might reach complete equality with the chief air Powers. The return of Germany to the League could only be considered after the question of equality of rights had been settled.

The United Kingdom Government asked the French Government whether, supposing agreement were reached on guarantees of execution of the proposed Convention, the French Government would accept as a whole the latest United Kingdom proposals. The United Kingdom Government desired to know what, in that case, was the exact nature of the guarantees of execution proposed by the French Government.

The French Government replied that the Government of the Reich, by its determination to re-arm in every way, despite the provisions of the Treaty — which determination was proved by the figures of the German budget for 1934-35 — rendered all negotiations impossible. Before seeking an agreement on a system of guarantees of execution, France must give predominance to the conditions of her own security. The Conference should therefore continue its work at the point where it had left it when the Governments were asked to enter upon negotiations which had been unsuccessful.

* * *

In view of the failure of the parallel and supplementary negotiations, the General Commission met on May 29th. During the discussion, two trends of opinion became evident.

The French delegation, supported by the Soviet and Turkish delegations and by the Little Entente, urged that the Conference should take up immediately the question of security. Other delegations, in particular those of the United Kingdom and Italy, were inclined to doubt whether any further useful work could be done on the problem of security, or, indeed, on any of the questions before the Conference, until the outstanding political difficulties which stood in the way of Germany's returning to the Conference had been removed.

The delegations of Denmark, the Netherlands, Norway, Spain, Sweden and Switzerland, which had already given their views in April in a memorandum, stood midway between these extremes. These delegations, while putting forward certain definite proposals for disarmament and for strengthening the system of security and guarantees of execution, drew special attention to the fact that Germany was not at the moment taking part in the proceedings of the Conference.

The General Commission, on June 8th, after a lively discussion, adopted a resolution in the following terms : ¹

(1) The Bureau was invited to seek " by whatever means it deems appropriate and with a view to the general acceptance of a Disarmament Convention, a solution of the outstanding problems, without prejudice to the private conversations on which Governments will desire to enter in order to facilitate the attainment of final success by the return of Germany to the Conference ".

(2) A Special Committee would be appointed to conduct such preliminary studies as it might consider appropriate in order to facilitate the conclusion of further regional security agreements in Europe.

(3) Another Committee would study the question of guarantees of execution, and resume the work on supervision.

(4) The Air Committee and the Committee on questions relating to the manufacture of and trade in arms would continue their work ; the latter would take account of the declaration made in the General Commission by the United States delegate ².

¹ Hungary and Italy abstained from voting.

² The United States representative had said that his Government was willing, in the event of a general disarmament agreement being established, to negotiate a universal pact of non-aggression and to join with other nations in conferring on international problems growing out of any treaties to which it was a party.

The United States Government would willingly accept a strict international regulation of the manufacture of and trade in arms.

(5) The Bureau would co-ordinate the work of these Committees and take the necessary steps at the proper time to ensure that, when the President convened the General Commission, it would have before it as far as possible a complete draft Convention.

(6) A proposal of the delegation of the Union of Soviet Socialist Republics that the Conference be declared a permanent institution under the title of the "Peace Conference" was referred for study to Governments.

Three of the Committees thus set up met at once (June-July).

The Committee on Security established certain principles in accordance with which regional security agreements should be framed. They should conform with the rules laid down in the general pacts already in existence, such as the Covenant of the League and the Pact of Paris, and with the special agreements previously concluded by the contracting parties, whether between themselves or with third States. They should not be directed against any Power or group of Powers. They should not necessarily be confined to a certain region, but might be concluded between a large number of States.

The Committee recommended to Governments, as a basis for the conclusion of regional security agreements in Europe, the model collective Treaty of Mutual Assistance (Treaty D) approved by the Assembly in 1928. This treaty represented a middle course between the various tendencies revealed in previous discussions. It might easily be adapted to the political and geographical requirements of the various parts of Europe. The contracting parties might introduce into this model treaty such modifications or additions as they thought fit; but a balance should be maintained between its three essential features: non-aggression, the pacific settlement of disputes and mutual assistance. The Committee drew attention to certain additions which might be introduced into the model treaty (manifest cases of aggression; definition of the aggressor, and to certain provisions which might no longer seem appropriate.

The Committee on Guarantees of Execution and Supervision made a preliminary investigation of the problem before

it. A list of classes of infringement of the Convention was made up, taking account of the nature and extent of such infringements; various possibilities were thus considered.

The Committee on the Regulation of the Private and State Manufacture of and Trade in Arms and War Material agreed on a series of articles based on complete equality of treatment for private and State manufacture. The system of control rested upon the acceptance by the contracting parties of full responsibility for the manufacture of and the trade in arms in the territories under their jurisdiction.

The parties undertook to prohibit the manufacture of arms and the trade in arms whose use or manufacture is forbidden by the Convention, or which exceed the qualitative limits laid down in the Convention. They further agreed neither to manufacture nor permit to be manufactured nor to import arms in excess of the limits laid down in the Convention.

As regards the trade in arms, manufacturers must obtain a licence from their Governments, and all exports or imports of arms must be subject to export or import licences issued by the Governments concerned. The contracting parties were to forward to the Permanent Disarmament Commission a list of State establishments with a description of the arms which they might manufacture, copies of all licences to manufacture granted or renewed, of all import or export licences, etc. They undertook to execute any important programme of replacement or increase (if authorised), by stages, to be notified in advance to the Permanent Disarmament Commission. They consented to accept a system of permanent and automatic supervision with the object of verifying that manufacture, imports and exports of arms are in accordance with the provisions laid down.

During the summer, the European political situation was not modified as had been expected. The Bureau of the Conference therefore decided, on November 20th, to alter the method of work. Any attempt at solving the general problems of disarmament was adjourned until after the beginning of 1935. Efforts were to be concentrated for the moment on three points :

- (a) The control of the manufacture of and trade in arms ;
- (b) Budgetary publicity ;
- (c) The setting up of the Permanent Disarmament Commission.¹

The three Committees would resume work early in 1935. When the Bureau had co-ordinated their reports, the proposals they contained would be submitted for ratification by Governments.

* * *

The provisions drafted in 1933 with regard to budgetary publicity,² after being further considered in December, were maintained almost without change by the Technical Committee on National Defence Expenditure. Its work on this subject is thus terminated.

II. — CO-OPERATION OF THE PRESS IN THE ORGANISATION OF PEACE.

The Assembly considered the question of the co-operation of the Press in the organisation of peace and, in particular, the results of the Second Conference of Government Press Bureaux and Press Representatives, held in Madrid in November 1933.³

The Assembly emphasised the value of the Madrid Conference's contribution to the study of the problem of the spread of false news likely to disturb the maintenance of peace and good understanding between peoples. It expressed its hopes for the success of the enquiry, which the Conference had contemplated, into the technical and financial means of suppressing the spread of false news, and likewise as regards the right to correct false news appearing in the Press.

The Assembly also expressed the view that, whenever opportunity arose, a Government should take the initiative

¹ It was decided that the proposal of the Union of Soviet Socialist Republics to create a permanent Peace Conference would be considered at the same time.

² See *The League from Year to Year, 1933*, page 60.

³ *Ibid.*, page 61.

of summoning a conference of directors of Press bureaux and Press representatives similar to the conference held in Madrid.

Finally, the Assembly asked the Council to instruct the Secretary-General to facilitate as far as possible the preparation and organisation of the next conference of Government Press bureaux and Press representatives, in particular, by allowing the competent services of the Secretariat to render their assistance.

On September 28th, the Council, in accordance with the Assembly's recommendation, gave the necessary authorisation to the Secretary-General. The Council also expressed the hope that the Organising Committee of the next conference of directors of Government Press bureaux and Press representatives would do all in its power to ensure the success of the investigation proposed by the Madrid Conference.

The Council also requested the Intellectual Co-operation Committee to consider whether it would be possible to carry out a suggestion of the Madrid Conference that an historical study should be made of the effects of Press information on national feeling in past crises and of the influence which that information seems to have had on the development of events at such moments.

CHAPTER II

THE PERMANENT COURT OF INTERNATIONAL JUSTICE

I. The Statute and Rules of the Court. — II. Jurisdiction of the Court : Extension of Compulsory Jurisdiction. — III. Work of the Court : (1) the Lighthouses Case ; (2) the Oscar Chinn Case.

I. — THE STATUTE AND RULES OF THE COURT.

On December 31st, 1934, forty-nine States¹ had ratified the Protocol of Signature, dated December 16th, 1920, to which the Statute is attached. Six States² have signed the Protocol without so far ratifying it. The Protocol still remains open for signature of nine States,³ which may sign it as of right.

By December 31st, 1934, the Protocol of September 14th, 1929, concerning the revision of the Court's Statute, had been ratified by all the States⁴ which had already ratified the Protocol of 1920 except Brazil, Ethiopia, Panama and Peru. The ratification of these four States is requisite for

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

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

³ Afghanistan, Argentine, Ecuador, Honduras, Iraq, Mexico, Sa'udi Arabia, Turkey, Union of Soviet Socialist Republics.

⁴ The Protocol of 1929 has also been ratified by one State — Liberia — which had signed but not ratified the Protocol of 1920.

the coming into force of the Protocol.¹ The Protocol has also been signed (but not ratified) by four further States.²

In 1931, the Court decided to undertake a methodical study of the revision of its Rules.³ With that object in view, it appointed four commissions, besides a Co-ordination Commission, with instructions to propose to the Court such changes in the Rules as they considered desirable.

After a first examination of the reports of the four Commissions in March 1934, the Court invited the Co-ordination Commission to prepare, after considering these reports and suggestions made thereon by individual members of the Court, a text to be used as a basis for discussion. In May 1934, the Court examined a portion of the text submitted by the Co-ordination Commission.

II. — JURISDICTION OF THE COURT.

Extension of Compulsory Jurisdiction.

On December 31st, 1934, forty-two States⁴ were bound 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.

¹ In a letter, dated July 5th, 1933, the Foreign Minister of Panama informed the Secretary-General that, owing to the fact that the National Assembly had not yet given its approval, the Government of Panama had not yet ratified the Protocol of 1929 but had no objection to its coming into force. The Government of Peru decided in 1934 to ratify the Protocol of 1929, but its ratification had not been deposited by the end of the year. It should also be noted that paragraph 7 of the Protocol of 1929 provides that 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 saw no reason to object to the coming into force of the Protocol of 1929, which had not been ratified by the United States.

² United States of America, Bolivia, Guatemala, Nicaragua.

³ See *The League from Year to Year, 1930-31*, page 45.

⁴ Union of South Africa, Albania, Australia, Austria, Belgium, Brazil, United Kingdom, Bulgaria, Canada, Colombia, Dominican Republic, Denmark, Estonia, Ethiopia, Finland, France, Germany, Greece, Haiti, Hungary, India, Irish Free State, Italy, Latvia, Lithuania, Luxemburg, Netherlands, New Zealand, Norway, Panama, Paraguay, Persia, Peru, Portugal, Roumania, Salvador, Siam, Spain, Sweden, Switzerland, Uruguay, Yugoslavia. In 1934 three of these States — Ethiopia, Greece and Hungary — renewed their acceptance of the Optional Clause.

By the same date, seven further States had signed the Optional Clause, though they are not bound by it. Two of these States¹ had signed the clause with no reservation as to ratification, but had not ratified the Statute of the Court itself; in the case of one,² the period for which the signature was valid had elapsed; while four States³ had not yet ratified their declarations of acceptance by that date. The clause is open for acceptance by sixteen other States.⁴

A number of Conventions or treaties of various kinds, concluded in 1934, contain provisions granting a certain measure of jurisdiction to the Court. On December 31st, 1934, the total number of international agreements relating to the Court's jurisdiction was estimated at approximately 485, as against 460 on December 31st, 1933.

III. — WORK OF THE COURT.

In 1934, the Court dealt with the following cases :

- (1) The Lighthouses Case;
- (2) The Oscar Chinn Case (fluvial transport on the waterways of the Belgian Congo).

Both these cases were submitted to the Court for judgment.

1. *The Lighthouses Case.* (France *v.* Greece.)

On March 17th, 1934, the Court gave judgment in this case, which had been referred to it by the French and Greek Governments in May 1933.

The question submitted to the Court by the parties was whether a contract concluded on April 1st/14th, 1913, between the Ottoman Government and a French firm, Collas & Michel, known as the " Lighthouse Administration ", renewing the

¹ Costa Rica, Nicaragua.

² China.

³ Czechoslovakia, Guatemala, Liberia, Poland.

⁴ Afghanistan, United States of America, Argentine, Bolivia, Chile, China, Cuba, Ecuador, Honduras, Iraq, Japan, Mexico, Sa'udi Arabia, Turkey, Union of Soviet Socialist Republics, Venezuela.

concession for the maintenance of lighthouses on the coasts of the Ottoman Empire, which this firm had enjoyed since 1860, “ was duly entered into, and is accordingly operative as regards the Greek Government in so far as concerns lighthouses situated in the territories assigned to it after the Balkan wars or subsequently”.

This question the Court answered in the affirmative by ten votes to two.

The circumstances in which the case originated were as follows :

After two successive renewals, the concession granted to the French firm known as the “ Lighthouse Administration ” would have expired in 1924. In April 1913, however, a further renewal for twenty-five years, expiring in 1949, was agreed upon. This renewal was linked with an advance made to the Ottoman Government and secured upon the share of the receipts obtained from the lighthouse dues falling to that Government under the terms of the concessionary contract. The signature of the necessary contracts and instruments relating to this transaction was authorised by a decree made by the Sultan on April 1st/14th, 1913.

This decree was what is known as a decree-law — that is to say, *inter alia*, that it had to be submitted to Parliament for approval. It was ratified about the beginning of 1915.

When the renewal contract was made, the first Balkan war was still in progress ; but, the very day on which the contract was signed, Turkey accepted the preliminary peace conditions proposed by the great Powers, according to which she was to cede, *inter alia*, the greater part of Turkey in Europe, which had been occupied ever since the beginning of hostilities by the Balkan allies. When peace was made between Greece and Turkey after the second Balkan war (the Treaty of Athens, November 1913), these territorial provisions were maintained. It was also ordained that Greece was to respect concessions granted by the Turkish authorities in the territories ceded to Greece prior to the occupation of those territories by Greek troops.

After the great war and the ensuing events, the relations between Greece and Turkey were only finally settled by the

instruments signed at Lausanne in July 1923, France being amongst the signatories. One of these instruments (Protocol XII) related to concessions, and drew a distinction, in Article 9, between the territories detached from Turkey under the said Treaty and the territories which had been detached from that country after the Balkan wars. In regard to the former, the Protocol fixed October 29th, 1914, as the decisive date for the recognition of the concessionary contracts; in regard to the latter, it adopted the date of the entry into force of the Treaty under which the territory was transferred, in each case.

As from January 1st, 1915, the Greek Government took over the maintenance of the Administration's lighthouses situated in its new territories; but it left the collection of the dues to the Lighthouse Administration until 1929.

At the beginning of 1924, the Greek Government announced that it did not intend to recognise the 1913 renewal of contract; from that moment and until the conclusion of the Special Agreement for Arbitration, the matter was subjected to diplomatic negotiation between France and Greece.

The Court's first task was to construe the Special Agreement in order to determine the precise import of the question submitted therein — namely, whether the renewal contract of 1913 was "duly entered into", etc. In regard to this point, France contended that the Court had simply to ascertain whether the contract was valid according to Ottoman law; whereas Greece argued that the Court should also consider what binding effect, if any, the contract possessed with regard to Greece and what was the intention of the contracting parties as regards the scope of the contract. The French Government based its argument mainly on Article 1 of the above-mentioned Protocol XII of Lausanne, in which the expression "duly entered into" occurred in a context which clearly showed that it meant "valid according to Ottoman law"; and it contended that the expression bore the same meaning in the Special Agreement.

The Court, however, held that the expression "duly entered into" was not a technical term invariably possessing the same signification. Having regard to the history of the

negotiations preliminary to the conclusion of the Special Agreement, it considered that the Special Agreement did not exclude the possibility that the words "duly entered into" implied therein, besides a condition regarding conformity with Ottoman law, a condition regarding conformity with international law.

It also held that it could not answer the question without satisfying itself that the contract of 1913 covered, in the intention of the parties, lighthouses now situated in Greek territories.

Accordingly, the Court, in the grounds for its judgment, considered (1) the intention of the parties as regards the scope of the contract; (2) the validity of the contract according to Ottoman law; and (3) its enforceability against Greece.

With regard to the first point, Greece argued that it was impossible that the parties, when signing the disputed contract on April 1st/14th, 1913, should have meant it to cover lighthouses situated in territories which had long been occupied by the Greek troops and the cession of which had just been agreed to by Turkey.

The Court, however, did not share this view. In its opinion, the following facts decisively established the contrary: the contract was one the object of which was to renew the old concession which indisputably covered all the Ottoman lighthouses; and it was in the interest of both parties not to reduce the previous scope of the concession; moreover, the fate of all the occupied territories had not been finally decided at the time in question. Accordingly, the Court held that the scope of the contract was not limited by reason of the occupation.

As regards the validity of the contract under Ottoman law, the French Government considered this to be established by the fact that the contract had been concluded on behalf and under the authority of the Ottoman Government.

The Greek Government, on the other hand, argued that the decree-law which conferred this authority did not fulfil the conditions laid down with regard to this particular method of legislation, and also that the ratification of the decree-law by Parliament, which had only taken place after

the territories in which certain lighthouses were situated had been finally ceded, was equivalent, in so far as concerned these territories, to non-ratification ; and that the effect of this was retrospectively to annul the decree-law.

The Court, for its part, observed that it had first to consider whether the Turkish decree-law was valid ; for only if it were not valid would it become necessary to ascertain whether the terms of the concession were such as to allow the Turkish Government to dispense with the co-operation of the legislative authority, as provided by the Turkish legislation in the matter of concessions. The Court held that the decree-law fulfilled the formal conditions laid down by the constitution ; as regards conditions of expediency, it observed that only the Turkish Government — and subsequently the Turkish Parliament — was qualified to appreciate them ; moreover, these conditions were fulfilled.

With regard to ratification, the Court considered that only a refusal to ratify would be relevant, and that, if Parliament did not intervene, the decree-law remained in force in the same way as any other ordinary law. In the present case, ratifications by Parliament, in the Court's view, amounted merely to a confirmation of the Government's action.

The Decree-law of 1913 and the contract authorised by it were, therefore, the Court held, valid according to Ottoman law.

Concerning the third question — whether, in the field of international law, the contract was operative as regards the Greek Government — Greece argued mainly that the territorial sovereign was not entitled, in occupied territory, to grant concessions legally enforceable against the occupying State which subsequently acquired the territories occupied by it.

The Court, having before it a treaty provision — namely, Article 9 of the Lausanne Protocol XII — did not think it necessary to express an opinion on this point. It simply observed that the only objections to subrogation admitted by this provision were those based on the date or validity of the concessionary contract. The Court, however, had recognised that the contract of 1913 was valid and that it

was made prior to the material date fixed by Article 9 of Protocol XII. This being so, the Court also rejected certain subsidiary arguments adduced by Greece in an attempt to show that this article was not applicable to the concession in question.

These were the principal reasons for which the Court arrived at the conclusion that the contract was “duly entered into, and is accordingly operative as regards the Greek Government in so far as concerns lighthouses situated in territories assigned to it after the Balkan wars or subsequently”. But it added a reservation to the effect that it was not called upon to “specify which are the territories, detached from Turkey and assigned to Greece after the Balkan wars or subsequently, where the lighthouses in regard to which the contract of 1913 is operative are situated”.

2. *The Oscar Chinn Case.*

(Belgium *v.* United Kingdom.)

On December 12th, 1934, the Court delivered judgment in this case, which had been submitted to it under a special agreement concluded between the Governments of Belgium and of the United Kingdom of Great Britain and Northern Ireland.

The Government of the United Kingdom alleged that certain measures taken in 1931 by the Belgian Government in connection with the fluvial transport system on the Congo and affecting a business belonging to Mr. Chinn, a British subject, were in conflict with the international obligations of the last-named Government; the latter maintained that this was not the case. The Court, by six votes to five, upheld the contention of the Belgian Government.

The facts in the case may be briefly summarised as follows :

Since 1925, there had been in the Belgian Congo a company known as Unatra in which the Belgian Government was the chief shareholder and which, under its *cahier des charges*, was under an obligation to maintain regular transport services on the navigable waterways of the Congo, even if these services showed a deficit. On the other hand, the State

accorded the company certain financial guarantees and facilities.

In 1929, Mr. Chinn settled in the Belgian Congo and established there a transport and shipbuilding business ; his business was, apart from Unatra, the only one which exclusively carried the goods of others ; there were several enterprises engaged in production which transported their own produce and, in addition, that of others in so far as cargo space was available.

When the depression made itself felt in the Congo, the Minister of the Colonies decided, on June 20th, 1931, with a view to reducing the cost price of colonial products, that, as from July 1st, 1931, the Unatra Company's rate for the carriage of the most important products should be reduced to a purely nominal figure. In consideration of this reduction, the Government was, under certain conditions, to refund losses incurred by the company.

Transporters other than Unatra asked to be given the benefit of the same arrangement, but met with a refusal until October 1932, when the Belgian Government decided to grant them similar treatment.

The Court held that the decision taken by the Minister of the Colonies on June 20th, 1931, was a governmental act to be accounted for by the right of supervision retained by the Government over Unatra. As regards its scope, the Court saw in it two distinct elements : the reduction of the transport tariffs and the refund of losses, this being, however, recoverable.

Under the Special Agreement, the Court was asked to decide whether the measures taken were in conflict with the international obligations of Belgium " having regard to all the circumstances of the case ". In the view of the Court, these circumstances comprised the peculiar importance of fluvial transport for the whole economic organisation of the colony, the character of Unatra as a private company charged with the conduct of an organised public service and, finally, the economic depression. The Court recognised that the Belgian Government was the sole judge of the remedies called for by this depression, subject of course to its duty of respecting its international obligations.

The Court held that these obligations were, in the first place, those incumbent on Belgium under the Convention of St. Germain of September 10th, 1919, and, in the second place, those resulting from general international law.

In so far as the parties to the case were concerned, the Convention had taken the place of the Acts of Berlin and Brussels of 1885 and 1890. The signatories of the latter Acts included some States other than those which are parties to the Convention. The Court, however, observed that the latter had been presented by the Governments of Belgium and the United Kingdom as the instrument which the Court was asked to apply in this case ; it also said that, to its knowledge, the validity of this instrument had not been challenged by any Government. As regards general international law, the Court observed that the principle of respect for vested rights was the principle invoked.

The Government of the United Kingdom contended that the Belgian decision of 1931 was in conflict with the international obligations defined above in the following respects :

The decision made it — intentionally — impossible for fluvial transporters — including Mr. Chinn — other than Unatra to carry on their business and thus established in favour of Unatra a *de facto* monopoly incompatible with the principles of freedom of trade and navigation ; and by creating for the advantage of a Belgian company a regime in the benefits of which the British subject, Mr. Chinn, could not share, they introduced discrimination inconsistent with the principle of equality of treatment.

As regards the first of these arguments, the Court observed that freedom of navigation comprised two separate factors : freedom of movement for vessels and freedom of transport. In the present case, the British Government had given weight exclusively to the latter aspect, which might be called the commercial aspect ; for that reason, the Court, though not failing to recognise that freedom of navigation and freedom of trade were, in principle, separate conceptions, did not think it necessary to examine them separately. The Court observed that, while the Convention of St. Germain abolished the regime of the open door, stipulated in the Berlin Act, it

maintained the principle of freedom of trade in the sense of the right, in principle unrestricted, to engage in any commercial activity ; but it pointed out that this did not mean the abolition of competition. Mr. Chinn could not, when he settled in the Congo, have been ignorant of the serious competition which he would encounter on the part of Unatra, having regard to the latter company's connection with the Belgian Government. Furthermore, as regards the *de facto* monopoly alleged to have been created in favour of Unatra, the Court found that it would only have been incompatible with freedom of trade if it had possessed the character of an exclusive concession, precluding the right of others to engage in the same business. The Court, however, found nothing indicative of such a prohibition. What the Government of the United Kingdom described as a *de facto* monopoly, the Court only regarded either as a natural consequence of the situation of a service under State supervision, as compared with private concerns, or as a possible effect of commercial competition.

The Court did not exclude the possibility that Unatra might have taken advantage of the lowering of its rates to obtain the business of its competitors ; but it considered that there was nothing to show that this had been the motive and aim of the Belgian Government's action.

In regard to the second argument of the Government of the United Kingdom, the Court observed that the Convention of St. Germain recognised the principle of equality of treatment. In the Court's opinion, the form of discrimination which was forbidden was that which was based upon nationality, involving differential treatment as between persons belonging to different national groups, by reason of their nationality. But in the Court's opinion, the special treatment accorded to Unatra was bound up with the latter's position as a company under State supervision, and not with its character as a Belgian company.

Lastly, as regards the argument which the Government of the United Kingdom had founded on the general principles of international law, the Court was unable to see in Mr. Chinn's position before the Belgian Government's decision anything

in the nature of a genuine vested right ; he merely possessed an interest, which was exposed to all the hazards resulting from the Government's commercial policy. It was true that, in 1932, the Belgian Government had decided to grant advances also to transporters, other than Unatra, but the Court considered that this step was in the nature of an act of grace.

These were the main reasons which led the Court to the conclusion that the measures taken by the Belgian Government in 1931 in connection with fluvial transport on the waterways of the Congo were not in conflict with the international obligations of that Government towards the Government of the United Kingdom.

CHAPTER III

LEGAL AND CONSTITUTIONAL QUESTIONS

- I. The Union of Soviet Socialist Republics, Afghanistan and Ecuador join the League. — II. Elections to the Council. — III. Delegates to the Assembly. — IV. Nationality and Status of Women. — V. League Committees. — VI. Registration of Treaties.

I. — THE UNION OF SOVIET SOCIALIST REPUBLICS, AFGHANISTAN AND ECUADOR JOIN THE LEAGUE.

On September 15th, thirty delegations decided to invite the Union of Soviet Socialist Republics to join the League. The invitation was signed by South Africa, Albania, Australia, Austria, the United Kingdom, Bulgaria, Canada, Chile, China, Czechoslovakia, Estonia, Ethiopia, France, Greece, Haiti, Hungary, India, Iraq, Italy, Latvia, Lithuania, Mexico, New Zealand, Persia, Poland, Roumania, Spain, Turkey, Uruguay, Yugoslavia. Four delegations — Denmark, Finland, Norway and Sweden — informed the Soviet Government, through the usual diplomatic channels, that they intended to vote for the entry of the Union of Soviet Socialist Republics into the League. On the same day, the People's Commissary for Foreign Affairs, M. Litvinoff, sent to the President of the fifteenth Assembly a communication stating that his Government, which "had never been deaf to proposals for international co-operation in the interests of peace", considered that, "coming as it does from an overwhelming majority of Members of the League", the invitation represented the real will to peace of the League of Nations. The Union of Soviet Socialist Republics was willing to respond to it, and become a Member of the League, undertaking to observe all the

international obligations and decisions binding upon members in conformity with Article 1 of the Covenant.

Upon receipt of this communication, the Council met and, by virtue of the powers conferred on it by Article 4 of the Covenant, named the Soviet Union a permanent Member of the Council on its entry into the League. The decision was unanimous, the representatives of the Argentine, Panama and Portugal having abstained from voting.

On September 17th, the Assembly decided to place the question of the admission of the Union of Soviet Socialist Republics on its agenda and to refer it to the Sixth Committee. In that Committee, the delegations of Portugal, Switzerland and the Netherlands stated their reasons for not supporting the admission of the Union of Soviet Socialist Republics. The Argentine and Belgian delegations explained why they would abstain from voting. On the other hand, the representatives of France, the United Kingdom, Italy, Poland, Czechoslovakia and Turkey gave their reasons for supporting the admission of the Union of Soviet Socialist Republics.

The Sixth Committee adopted by thirty-six votes to three (Netherlands, Portugal and Switzerland), with seven abstentions, a resolution recommending the Assembly to admit the Union of Soviet Socialist Republics into the League of Nations. On September 18th, the Assembly, having before it the report of the Sixth Committee, forthwith decided : (1) To admit the Union of Soviet Socialist Republics (decision taken by thirty-nine votes to three, with seven abstentions); (2) to approve the Council's appointment of the Union of Soviet Socialist Republics as a permanent Member of the Council (decision taken by forty votes, with ten abstentions). Following on these votes and the verification of the credentials, members of the delegation of the Union of Soviet Socialist Republics took their seat in the Assembly.

The President, M. Sandler, welcomed the delegation, and M. Litvinoff, head of the delegation of the Union of Soviet Socialist Republics, then thanked the President and the delegations whose invitation and efforts had enabled the Soviet delegation to take its place in the Assembly. He traced the development of the co-operation of the Union of

Soviet Socialist Republics with the League of Nations and said that the Soviet Union was entering into the League as a representative of a new social-economic system, not renouncing any of its special features, and — like the other States there represented — preserving intact its personality. The Soviet Government had never abstained from co-operation of a political nature whenever some alleviation of international conflicts and increase of guarantees of security and consolidation of peace might reasonably be expected from such co-operation.

On September 24th, the Afghan Minister in London, on behalf of his Government, informed the Secretary-General that Afghanistan asked to be admitted as a member of the League of Nations. The Sixth Committee examined this candidature and decided that Afghanistan fulfilled all the conditions required by the Covenant for admission.

On September 27th, the Assembly unanimously admitted Afghanistan to membership of the League. After the report of the Credentials Committee had been received, the members of the delegation took their seats in the Assembly. The President welcomed the new Member. The representative of Afghanistan thanked the President of the Assembly and gave the assurance that Afghanistan was entering the League full of sentiments of goodwill and fraternity towards each and all, and was determined to strengthen to her utmost capacity the progress of peace.

On September 28th, the Secretary-General received a telegram from the Government of Ecuador stating that Ecuador had decided to become a Member of "that distinguished Institution which is generously and continually working for peace among the peoples".

Ecuador was an original Member of the League of Nations and was acceding to the Covenant. No question of admission or election therefore arose.

The President of the Council, in the absence of the Assembly whose session had ended the previous day, welcomed the representative of Ecuador and referred to the encouragement which the American continent was giving to the League in its efforts for the practical organisation of peace.

The representative of Ecuador said that his country came to Geneva " in full consciousness of the need for action which compels the world to work for peace ".

The Council thereupon declared Ecuador to be a Member of the League of Nations, with all the rights and duties arising out of this capacity.

The Extraordinary Assembly, at its first meeting on November 20th, expressed its great satisfaction at counting Ecuador among its members.

II. — ELECTIONS TO THE COUNCIL.

The Assembly elected three non-permanent Members of the Council. Chile and Turkey were appointed to take the place of Panama and China, whose terms of office had expired. The re-eligibility of Spain was ensured by a preliminary vote in the Assembly and that country was re-elected by fifty-one votes out of fifty-three. Chile obtained fifty-one votes and Turkey forty-eight. China, whose term had also expired, submitted a request for re-eligibility, but did not obtain the two-thirds majority required under the rules of procedure. The Council having, on September 15th, in virtue of its powers under Article 4 of the Covenant, nominated the Soviet Union as a permanent Member of the Council as soon as the Union should have been admitted to the League, the Assembly approved the above decision by forty votes, with ten abstentions.

III. — DELEGATES TO THE ASSEMBLY.

The Assembly, in 1933, adopted a recommendation to the effect that, in future, all delegates to the Assembly should submit full powers issued by their Governments. In 1934, the Assembly decided to make matters clear by modifying its Rules of Procedure so as to specify that full powers should be issued either by the head of the State or the Minister for Foreign Affairs.

IV. — NATIONALITY AND STATUS OF WOMEN.

The Assembly decided to place the question of the nationality of women on the agenda of its next session. At the request of several delegations, a similar decision was taken as regard the question of the status of women.

V. — CONSTITUTION OF LEAGUE COMMITTEES.

The Assembly took note of the Secretary-General's report on League committees and considered that this report supplied a valuable basis for a decision as to whether the constitution and working of committees should be changed. The Assembly therefore asked the Council to have the report examined by an appropriate body, in order that any proposals on the subject might be placed before the Assembly at its next session.

VI. — REGISTRATION OF TREATIES.

Between January 1st, 1934, and December 31st, 1934, 260 treaties and international engagements have been submitted for registration.

These treaties have, as usual, dealt with various subjects : arbitration,¹ conciliation and pacific settlement ; liquor and drug traffics ; commerce, navigation and Customs ; consular Conventions and those concerning conditions of residence ; private law ; economic and financial Conventions and Conventions regarding taxes ; delimitation of frontiers and frontier traffic ; tonnage measurement ; judicial and extradition Conventions ; air navigation ; fisheries ; treaties of peace and friendship ; postal, telegraph, telephone and wireless ; social, labour and refugee questions ; questions relating to the application of the peace treaties ; health ; transit, waterways and inland navigation ; general relations and intellectual relations.

¹ There were two further accessions to the General Act of Arbitration of September 26th, 1928 — those of Switzerland and Turkey.

The Secretariat has registered many accessions, ratifications, denunciations, etc., to Conventions previously registered at the request of Members of the League of Nations. It has also registered further information relating to general Conventions which it had already published.

CHAPTER IV

POLITICAL QUESTIONS

I. Dispute between Bolivia and Paraguay. — II. Dispute between Colombia and Peru. — III. Relations between Hungary and Yugoslavia. — IV. Claim of Finland against the United Kingdom. — V. Reparation for Damages suffered by Swiss Citizens during the War. — VI. Measures resulting from the Non-recognition of "Manchukuo". — VII. The Liberian Request for Assistance. — VIII. Dispute between Greece and Bulgaria. — IX. Treaty of Conciliation and Non-aggression signed at Rio de Janeiro. — X. Relations between the League of Nations and the Pan-American Union. — XI. Commission of Enquiry for European Union.

I. — DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

The armistice concluded on December 19th, 1933, between Bolivia and Paraguay ended on January 5th, 1934, without the success of the negotiations entered on by the parties with the help of the Commission sent out by the Council of the League of Nations.¹

On January 20th, the Council asked the Commission to examine with the parties all the aspects of the problem and all practical possibilities of a solution. In accordance with this recommendation, the Commission made the following proposals to the Bolivian and Paraguayan Governments in the month of February :

Hostilities to cease within twenty-four hours ; withdrawal within forty-five days from the positions occupied at the time hostilities cease to the following positions : (a) the Bolivian army to Villa Montes and Roboré ; (b) the Paraguayan army to the River Paraguay.

The demobilisation of both armies to begin at the same time as the withdrawal of troops. All demobilised soldiers to

¹ See *The League from Year to Year, 1933*, page 175.

be sent back to their homes within three months. After the expiry of this time-limit, and until the final award of the Permanent Court of International Justice fixing the frontier between the two countries has been completely executed, the strength of either army not to exceed 5,000 men. The two Governments undertake not to acquire arms or war material.

Pending the execution of the final award of the Permanent Court, the two countries may maintain the police forces necessary to preserve order.

Bolivian force not to go eastward of longitude 62° W. (Greenwich) or southward of latitude $19^{\circ} 30'$ S.; Paraguayan force not to go westward of longitude $61^{\circ} 30'$ W. (Greenwich) or northward of latitude 20° S. Should incidents occur between the police forces, the Permanent Court of International Justice to have power to prescribe conservatory measures.

After the entry into force of the treaty, the dispute would be submitted to the Permanent Court of International Justice, Bolivia maintaining that her frontier with Paraguay was constituted by the river of that name, and that her rights extended as far as the confluence of the Rivers Pilcomayo and Paraguay; and Paraguay contending that her rights west of the River Paraguay extended northward as far as the frontiers between the former province of Paraguay and the former military government of Chiquitos, and westwards as far as the frontiers between that province and the provinces of Upper Peru. For the sake of conciliation, Bolivia waived her reservations concerning the assignment to Paraguay, under President Hayes' award, of the territory between the River Verde and the main channel of the Pilcomayo. Paraguay, on the other hand, waived her reservations concerning the fixing of a frontier between Bolivia and Brazil, under the Treaty of Petropolis, to the north of Bahia Negra.

After the award by the Permanent Court of International Justice, the two Governments would apply to the Pan-American Union to convene a conference of neighbouring Powers, which would endeavour to co-ordinate all the geographical and economic factors that might contribute towards the development and prosperity of the two nations.

The proposed treaty was not accepted by the two Governments. The Commission therefore returned to Geneva to draft its report, which was submitted to the Council on

May 11th. This document contains an introduction and six chapters bearing the following titles : I. — Geographical Facts concerning the Chaco ; II. — The Chaco Dispute (History of dispute and negotiations up to October 1933) ; III. — The Commission's Work ; IV. — The Question of the Enquiry into the Responsibility for the War ; V. — Survey of the Military Situation ; VI. — Conclusions.

The Commission pointed out that the draft treaty of peace which it submitted to the two parties represented an equitable proposal, which the two parties should examine afresh, in order to ascertain, not whether it would immediately satisfy all their demands, but whether, by enabling them to lay their essential claims before the highest international jurisdiction and thus to obtain a final settlement of their dispute, it did not to a large extent answer to their real interests.

At the session of the Council which opened on May 14th, 1934, the report was considered. The United Kingdom representative recalled that, as early as November 1932, the Committee of the Council dealing with the dispute had been much exercised by the question of the supply of arms and war material to the two parties ; and that, in February 1933, the United Kingdom Government, acting in agreement with the French Government, had proposed that such supplies should be prohibited. The Council requested its Committee of Three immediately to resume its examination of the question and to proceed to the indispensable consultations to permit of measures being taken, if necessary, without delay. As a result of the consultations thus set on foot, a large number of Governments, both Members of the League and non-members, took steps to prevent the supplying of arms and war material to the two parties. Bolivia protested that these measures of prohibition affected her more severely than the other party.

On May 31st, the Bolivian Government requested the Council to apply the procedure provided for under Article 15 of the Covenant. Subsequently, within the period of fourteen days provided for in paragraph 9 of the same article, the Bolivian Government entered a request that the dispute be referred to the Assembly.

The Paraguayan Government at once expressed certain doubts as to the possibility of applying the article in its entirety in the existing circumstances. The question was subsequently examined by the Legal Committee of the Ordinary Assembly (First Committee), which came to the unanimous conclusion that Article 15 was applicable.

Continuing the efforts made in America for the re-establishment of peace, the Governments of the Argentine, the United States of America and Brazil consulted the two parties in July on a new proposal prepared by the Argentine Foreign Office. This endeavour was unsuccessful.

On September 7th, the Council, while observing that the duties that might rest upon it in accordance with the Covenant were not affected, took note that the matter had been duly laid before the Assembly. On September 10th, the Assembly referred the question to its Sixth Committee, which agreed on the terms of a resolution ; this resolution was adopted unanimously by the Assembly on September 27th.

The Assembly declared that the dispute between Bolivia and Paraguay had been duly referred to it, and that it was obliged to follow the procedure provided in Article 15 of the Covenant, and that, whereas hostilities had been proceeding in the Chaco for more than two years and all the efforts that had been made to secure their cessation and a pacific settlement of the dispute had so far proved ineffectual, the Assembly considered that, while endeavouring to secure a settlement by the procedure of conciliation provided for in Article 15, paragraph 3, of the Covenant, it should forthwith take steps to prepare the report contemplated in paragraph 4 of the same article, on the understanding that the conciliation procedure remained open until such time as the said report should have been adopted.

The Assembly therefore decided to establish a committee comprising :

(a) The Members of the Council ;

(b) Those Members of the League which, not being at present Members of the Council, had taken part in the attempts previously made in America for peace — that is to say, Colombia, Cuba, Peru and Uruguay ;

(c) Four other members to be selected by the Assembly, which appointed China, Irish Free State, Sweden and Venezuela.

The Committee would secure such assistance as it might consider necessary.

The Assembly would meet in extraordinary session at the request of the Committee.

In order to bring about a settlement by conciliation, the Committee of the Assembly set up a Sub-Committee to be presided over by its own Chairman (the delegate of Czechoslovakia) and consisting of those of its members who represented American nations. The new attempt was unsuccessful. Paraguay repeated that, for the moment, she desired to consider solely the final cessation of hostilities and guarantees of security. Bolivia reiterated that she was still prepared to accept a form of conciliation which, while settling the dispute, would also put an end to hostilities.

On November 20th, the Assembly met in extraordinary session.

M. Castillo Najera (Mexico) was selected as President. The Assembly adopted, with a few changes, the report of the Committee. This report contained the following recommendations :

A Neutral Supervisory Commission was to be set up. The Argentine, Chile, Peru and Uruguay would each appoint one member of the Commission. The United States of America and the United States of Brazil would also be invited to appoint one member each. The Commission would determine what measures should be taken to ensure and maintain the final cessation of hostilities in accordance with the following rules : Cessation of hostilities within a period of six days from the date on which the recommendations of the Assembly should have been accepted by both parties ; withdrawal of the two armies within ten days and organisation of a security zone, in which they would retain only police forces. Within a zone of 150 kilometres from the positions occupied on the day of the cessation of hostilities, each of the two armies would abstain from establishing any works, whether of an offensive or of a defensive character. The Commission would

have power to supervise the execution of these measures and the maintenance of the security zone.

Negotiations for the conclusion of a treaty of peace would be opened at a conference sitting in Buenos Aires within a period not exceeding one month from the date of the cessation of hostilities. The President of the Argentine Republic would fix the date of the conference and invite to take part therein, in addition to Bolivia and Paraguay, the adjacent States, the States represented on the Washington Committee of Neutrals, Ecuador and Venezuela. The deliberations of the conference would embrace the three following categories of questions :

- (a) Final delimitation of the frontier between the two countries ;
- (b) Security clauses ;
- (c) Economic clauses.

If, on the expiry of a period of two months from the opening of the conference, the frontier had not been fixed by negotiations, or if no arbitration agreement had been concluded, the Permanent Court of International Justice would be called upon to give judgment whether there were districts, and, if so, what districts, which one or other of the parties should evacuate and hand over to the other party, as falling under the latter's sovereignty. If, within a period of two months from the fixing of the frontier, no agreement should have been reached by one of the above methods as regards the security clauses (completion of demobilisation, limitation of effectives and armaments, pact of non-aggression, etc.) to be substituted for those laid down above in connection with the cessation of hostilities, the questions in dispute would be submitted, for an opinion, to the neutral Supervisory Commission. Failing agreement between the parties after they should have been notified of the opinion of the Supervisory Commission, the questions would be settled by arbitration.

If, within a period of six months from the date of the fixing of the frontier, no agreement should have been reached as regards the economic clauses (transit, commercial and

navigation arrangements, etc.), the questions in dispute would be submitted, for an opinion, to a committee of experts appointed by the Council of the League of Nations. Failing agreement between the two parties within two months of the notifying of this opinion, the questions would be settled by arbitration.

The Assembly further approved, as one of the measures to obtain and maintain a cessation of hostilities, the prohibition of supply of arms or war material to Bolivia and Paraguay, and recommended the Members of the League, in the subsequent decisions which they might have to take as regards the maintenance, modification or withdrawal of such prohibition, to have regard to the action taken by each of the parties upon the Assembly's recommendations, and to take into consideration the opinion of the Advisory Committee set up by the Assembly.

The Assembly accordingly decided to appoint an Advisory Committee to follow the situation, more especially as regards the execution of the recommendations. The following States were invited to be represented on this Committee : Argentine, Australia, United Kingdom, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, Ecuador, France, Irish Free State, Italy, Mexico, Peru, Poland, Portugal, Spain, Sweden, Turkey, Union of Soviet Socialist Republics, Uruguay and Venezuela.

The Committee selected M. Castillo Najera (Mexico) as Chairman, and, in accordance with a resolution of the Assembly, invited the Governments of the United States of America and of Brazil to co-operate in its work in any manner they might think suitable.

These two Governments agreed to be represented both on the Neutral Supervisory Commission and at the Peace Conference of Buenos Aires proposed in the Assembly's recommendations ; but they did not see their way to being represented on the Advisory Committee.

On December 10th, the Bolivian Government stated that it accepted unreservedly the recommendations of the Assembly's report. But the Paraguayan Government made certain observations on the text of these recommendations.

On December 21st, in a telegraphic reply to the Paraguayan Government's remarks, the Committee announced that it would meet again on January 14th, 1935, and begged the Paraguayan Government to send its final reply by that date.

II. — DISPUTE BETWEEN COLOMBIA AND PERU.

On May 25th, 1933, the Governments of Colombia and Peru, as will be remembered, accepted the recommendations made on March 18th of that year by the Council, to whom the dispute between the two States had been referred in accordance with Article 15 of the Covenant. A Commission appointed by the Council had, therefore, on January 23rd, taken over the administration of the Leticia territory. Negotiations had also gone on between the parties in Rio de Janeiro under the Chairmanship of M. de Mello-Franco, Brazil.

On May 24th, 1934, these negotiations ended in an agreement, which was officially communicated to the League. Under this agreement, the two Governments recognised that the Treaty of May 24th, 1922, ratified in 1928, which had determined their frontiers and was legally binding on both countries, could only be modified or amended by the mutual consent of the parties or the decision of an international tribunal. It was agreed that negotiations should proceed through normal diplomatic channels for the purpose of finding a suitable solution for all remaining problems.

On account of their common interests in the Amazon and Putumayo basins, the two States undertook to conclude special agreements concerning Customs, trade, freedom of river navigation, the protection of settlers, transit and frontier police.

A Commission of three members appointed by the Governments of Brazil, Colombia and Peru was to prepare these agreements for acceptance. The States also undertook to reach a settlement of the frontier line; a technical commission was to be appointed for the purpose. The two Governments further solemnly agreed not to make war on one another and

not to use force, directly or indirectly, as a method of settlement of any outstanding or future problem. If the two countries were unable to settle these problems by diplomacy, either of the parties might have recourse to proceedings under Article 36 of the Statute of the Permanent Court of International Justice.

An additional act provided for complete freedom of navigation and transit between the fluvial territories of Colombia and Peru in the basins of the Amazon and the Putumayo. A frontier Customs regime was provided for, and any Customs or frontier police questions in the territory covered by the award would be settled by means of a Mixed Commission.

The two parties further undertook to respect certain principles of law and of humanity, especially as regards labour conditions.

In informing the Council of the conclusion of the agreement, the Colombian and Peruvian Governments expressed their gratitude to the League, which was also congratulated by the Brazilian Foreign Minister.¹

On June 19th, 1934, in application of the agreement, the Administrative Commission officially handed over the Leticia territory to a representative of the Colombian Government.

The Commission² then dissolved. In a final report to the Council, it stated that, during its year of office, the population of Leticia had increased fourfold, and that the conditions prevailing in the territory as regards health, public order, housing, education and social and public services had considerably improved.

The Rio de Janeiro agreement and the additional act were approved during the year by the Peruvian Congress, but have not yet been accepted by the Colombian legislature.

¹ During the months which preceded the Rio de Janeiro agreement, the Advisory Committee set up by the Council to follow the dispute between Colombia and Peru had been modified by the substitution of the Argentine, Australia, Denmark and Portugal, as new Members of the Council, for Guatemala, the Irish Free State and Norway, whose term of office had expired. The Committee met several times under the Chairmanship of M Castillo Najera (Mexico), who had replaced Mr. Sean Lester, appointed High Commissioner in Danzig. The Committee dealt in particular with questions that would have been raised by the transfer of the territory of Leticia (as provided in the Commission's terms of reference), had not the Rio negotiations been successful.

² During the year, Major-General Edwin B. Winans (U.S.A.) had been appointed a member in the place of Colonel Brown.

III. — RELATIONS BETWEEN HUNGARY AND YUGOSLAVIA.

The Council, on two occasions, dealt with relations between Hungary and Yugoslavia.

In June, it considered a request which had been presented by the Hungarian Government on May 8th, under Article 11 of the Covenant, with regard to certain incidents that had arisen on the frontier, over 600 kilometres long, between Hungary and Yugoslavia.

The Hungarian representative cited to the Council thirty-one cases where Yugoslav frontier-guards had made unjustifiable use of firearms resulting in the death of fifteen persons. The incidents had lately become more frequent, six persons having been killed since Christmas 1933.

He then made other complaints arising out of the economic situation at the frontier. The Yugoslav authorities, from time to time, closed the frontier without any valid reason. Whole villages had then been cut off from the arable land belonging to them on the other side. It frequently happened that the Yugoslav authorities refused to visa the special frontier permits, or sent them back so late that important farm work could not be carried out. In this way, the interests of several thousand Hungarian landowners were affected. Difficulties placed in the way of Customs clearance prevented landowners from transporting the produce of their land. The Convention regulating frontier traffic provided that seventy-six roads should be available for the purpose; but at the present time, one road served on an average a section of seventy kilometres.

The Hungarian Government had endeavoured to remedy the situation by direct negotiations, but without result. Not being willing to undertake reprisals against Yugoslav nationals, it had appealed to the Council. But the Government was ready to do away with the causes of the dispute by immediately commencing direct negotiations.

The representative of Yugoslavia said he was surprised that the Hungarian Government had appealed to the Council, for diplomatic negotiations between the two Governments

seemed to be taking a favourable turn. He was inclined to suspect that, in invoking Article 11 of the Covenant, Hungary was pursuing another aim than that mentioned in its request. Yugoslavia had agreed to the establishment of a very liberal regime along its frontier with Hungary, and, up to the end of 1931, that regime had worked satisfactorily. But, at that moment, terrorists settled on the Hungarian side of the frontier-zone had commenced activities against the safety and tranquillity of the Yugoslav State. The ease with which the frontier could be crossed, owing to the privileges granted to the frontier-zone inhabitants, had been utilised for the surreptitious conveyance into Yugoslav territory of terrorist agents, explosives, propaganda tracts, etc. At Jankapuszta, a farm situated six kilometres from the frontier, a band of terrorists and Yugoslav refugees enjoyed, not only the benevolent tolerance of the Hungarian authorities, but, in certain cases, their active assistance. These facts had often been brought to the knowledge of the Hungarian Government, but without result. The frontier-guards had thus been compelled to apply the regulations strictly. The incidents mentioned by the Hungarian Government had all occurred on that part of the frontier where crossing was forbidden. The remedy for the present situation was to be sought in a change of atmosphere at the frontier. In tolerating on its territory activities directed against the Yugoslav State, the Hungarian Government had failed in its international duty.

On April 26th, the Hungarian Government had recognised in a note that certain of its officials might have been " duped " by Yugoslav terrorists established in Hungary, and had added that it was taking the necessary steps to oblige Yugoslav terrorists to leave Jankapuszta.

The Yugoslav Government had been ready, as the result of the Hungarian Government's note, to resume direct negotiations with that Government.

The two Governments thus considering that the problem could be dealt with by direct negotiations, the Council expressed the hope that these negotiations would soon be brought to a successful issue, and decided that there was no need to discuss the merits of the Hungarian appeal.

* * *

As the result of the assassination of King Alexander of Yugoslavia and of M. Louis Barthou, the French Foreign Minister, on October 9th, the Yugoslav Government, having regard to Article 11, paragraph 2, of the Covenant, placed before the Council "certain very serious aspects of the Marseilles outrage which were of a nature to disturb good understanding and peace between Yugoslavia and Hungary". The results of the investigation into the outrage showed that it was organised and executed with the participation of terrorist elements which had taken refuge in Hungary and had continued to enjoy the same connivance in that country as had been complained of by the Yugoslav representative before the Council last June.

A few days afterwards, in a detailed memorandum, the Yugoslav Government supplied information and documents at its disposal in support of its allegations. This memorandum dealt successively with the beginnings of the terrorist activity on Hungarian soil, the organisation of the movement in Hungary with the assistance of Yugoslav *émigrés*, the reputation and past history of terrorists resident in Hungary and the fact that the Hungarian authorities were acquainted with the methods and purpose of their organised activities in that country. The memorandum also raised the question of Hungarian passports issued to terrorists, referred to the representations made by the Yugoslav Government to Hungary and set out the responsibilities for the Marseilles outrage. There were annexed a certain number of documents, among which figured an exchange of correspondence between the Yugoslav and Hungarian Governments, covering the years 1930 and 1934.

The Roumanian and Czechoslovak Governments supported the Yugoslav request. The Hungarian Government, being desirous of putting an end to accusations which it regarded as calumnious, succeeded in having the matter discussed by the Council at the extraordinary session which met on December 5th to deal with preparations for the Saar Plebiscite.

The Yugoslav representative, supported by those of Roumania and Czechoslovakia, repeated his charges in regard to the responsibilities of certain Hungarian authorities. The Hungarian representative protested. He said that the discussion in the Council in June last in regard to incidents on the Yugoslav frontier had led to an agreement on July 21st between the two countries. The charges put forward by the Yugoslav Government in June ceased, therefore, to be the subject of discussion. Jankapuszta had never been a camp, but a small farm, inhabited by thirty to forty Croat *émigrés*, who, on October 1st, had been obliged to leave. No Hungarian civil or military authority had dealt with the instruction of Croat refugees, who had never been able to procure arms or explosives or passports by legal means. Terrorism could not be regarded as a weapon of the Hungarian revisionist policy. The revisionist movement had no aspiration towards Croatian territory; it sought to gain its ends through international co-operation.

The Hungarian Government intended in a memorandum to renew its protests against the charges.

The Czechoslovak representative said that the forces represented by the terrorists of Jankapuszta were those which were trying to arrest the historical process of unification in the new nations of Central Europe.

The Roumanian representative observed that, no doubt, revision was a lawful method under the Covenant (Article 19), but it was contrary to Article 10 to jeopardise by propaganda the territorial integrity or political independence of a State.

After speeches by all the Members of the Council, and replies by the parties, the Council, on the proposal of the Rapporteur, the representative of the United Kingdom, unanimously adopted, on December 10th, a resolution of which the following are the essential parts :

“ The Council,

“ Recalls, that it is the duty of every State neither to encourage nor tolerate on its territory any terrorist activity with a political purpose ;

“ That every State must do all in its power to prevent and repress acts of this nature and must, for this purpose, lend its assistance to Governments which request it ;

“ Is of opinion that these duties devolve, in particular, on the Members of the League of Nations, in view of the obligations of the Covenant in relation to the engagements they have undertaken to respect the territorial integrity and the existing political independence of the other Members.

“ The Council,

“ Desirous that the good understanding upon which peace depends should exist between Members of the League, and expressing its confidence that they will avoid anything which might be of a nature to compromise it ;

“ Noting that, as the result of the discussions which have taken place before the Council and of the documents which have been communicated to it — in particular, the diplomatic correspondence exchanged between the Hungarian and Yugoslav Governments from 1931 to 1934 — various questions relative to the existence or the activities outside Yugoslav territory of terrorist elements have not been settled in a manner which has given satisfaction to the Yugoslav Government ;

“ Being of opinion, as the result of these discussions and documents, that certain Hungarian authorities may have assumed, at any rate through negligence, certain responsibilities relative to acts having a connection with the preparation of the crime of Marseilles ;

“ Considering, on the other hand, that it is incumbent on the Hungarian Government, conscious of its international responsibilities, to take at once appropriate punitive action in the case of any of its authorities whose culpability may be established ;

“ Convinced of the goodwill of the Hungarian Government to perform this duty :

“ Requests it to communicate to the Council the measures it takes to this effect.”

In this same resolution, which also condemned the Marseilles outrage, the Council, considering that the rules of international law concerning the repression of terrorist activity were not at present sufficiently precise, decided to set up a committee of experts to draw up a preliminary draft of an international convention to ensure the repression of crimes committed with a political and terrorist purpose. This Committee was to be composed of eleven members to be appointed by the Governments of Belgium, Chile, United Kingdom, France, Hungary, Italy, Poland, Roumania, Spain, Switzerland and Union of Soviet Socialist Republics.

IV. — CLAIM OF FINLAND AGAINST THE UNITED KINGDOM.

A claim was brought before the Council by the Finnish Government in 1931 against the United Kingdom concerning Finnish vessels used by the latter during the war. The Council was informed in 1932 that the two Governments had agreed on the method of settling the questions raised by the British objections to the claim,¹ and had decided to submit to an arbitrator, a member of the Supreme Court of Sweden, the first question — namely, Have the Finnish shipowners, or have they not, exhausted the means of recourse placed at their disposal by British law ? The second question was as follows : Did the fact that those shipowners had not exhausted the means of recourse in question constitute an obstacle such as to prevent the Finnish Government from claiming compensation from the British Government ? It was only to be put if the answer to the first question was in the negative.

In May 1934, the arbitrator pronounced his decision to the effect that the Finnish shipowners had exhausted all means of recourse at their disposal under British law.

As a result of this award, the two Governments entered into further negotiations. These having proved unsuccessful, the Council, on the request of Finland, again took up the matter.

The United Kingdom representative reminded the Council that, in 1931, his Government had raised two preliminary objections to any consideration of the case by the Council. One of these objections, the exhaustion of the means of recourse under municipal law, had ceased to apply ; but the British Government repeated its first preliminary objection, to the effect that the question was not one for consideration under Article 11.

The Finnish representative disputed this contention, and the Council adjourned the matter till its session in January 1935.

¹ See *The League from Year to Year, 1931-32*, page 182.

V. — REPARATION FOR DAMAGES SUFFERED BY SWISS
CITIZENS DURING THE WAR.

The Council, in September, dealt with a difference between the Swiss Confederation and Germany, the United Kingdom, France and Italy, as regards reparation for damages suffered by Swiss nationals in the territories of these latter Powers during the great war.

The Swiss representative explained that these damages amount to about 50 million gold francs, and were divided into several categories : Damages resulting from military operations, from requisitions in occupied territory and from requisitions and seizures on the actual territory of the State responsible for such seizures and requisitions.

Switzerland, after vainly and for a long time endeavouring to obtain reparation through ordinary diplomatic channels, had hesitated to appeal to the League because she knew that, while the claims for damage suffered by her citizens during the war were well-founded in equity, they were perhaps somewhat weak from the standpoint of pure law. However, at the request of the two Councils forming the Swiss Federal Assembly, the Swiss Government had decided to refer the matter to the League.

The principles invoked by Switzerland were the supremacy of international law, respect for private property, the rights of neutrals in war time, and the equality of nationals and foreigners as regards certain aspects of international law.

The Swiss representative therefore asked the Council to appoint a rapporteur who would investigate the matter with the assistance of legal experts.

No doubt the relations between Switzerland and the four States involved in her claim were not in danger. The spirit of the Covenant, however, required that the League of Nations should not refuse to entertain this question. The Swiss representative ended by requesting the Council to ask the Permanent Court of International Justice for an advisory opinion so that it might be decided whether the Swiss claims were justified or not.

The representatives of the United Kingdom, France and Italy replied that, in their view, the question was not within the Council's competence; for it really was not possible in the present case to invoke Article 11, paragraph 2, of the Covenant, whilst Article 13, on the other hand, was of an optional character. All three agreed, however, that a rapporteur should be appointed, provided that such appointment should be without prejudice to the opinion of the rapporteur or to the decision of the Council, which would be free to reconsider the question in all its aspects.

The Council selected as rapporteur the representative of the Argentine Republic.

VI. — MEASURES RESULTING FROM THE NON-RECOGNITION OF " MANCHUKUO ".

The Advisory Committee set up by the extraordinary Assembly on February 24th, 1933, to assist Governments to adopt concerted action as regards the situation in Manchuria¹ met, at the request of the United Kingdom Government, to determine within what limits *de facto* relations might be permitted between foreign postal administrations and " Manchukuo " postal authorities, without such relations implicitly or otherwise involving the recognition of the existing regime in Manchuria.

The Committee took the view that any communications between the postal administrations of States Members of the League and the administration of " Manchukuo " should only be regarded as relations between one administration and another, for the sole purpose of ensuring the proper conduct of technical services, and not as relations between one Government and another.

The Secretary-General subsequently communicated to Members of the League a certain number of replies received from States on this question of postal traffic across Manchuria.

¹ See *The League from Year to Year, 1933*, page 173.

Correspondence received by the Secretary-General from the Government of Salvador in regard to the recognition of " Manchukuo " by that country was also forwarded to Members of the League.

VII. — LIBERIAN REQUEST FOR ASSISTANCE.

The permanent delegate of the Government of Liberia accredited to the League at Geneva forwarded to the Secretary-General on January 13th a telegram from the President of the Republic of Liberia intimating that the Liberian Parliament had authorised, subject to certain reservations, the acceptance of the plan of assistance submitted by the League. It was stated in the telegram that the reservations to which reference was made would be communicated later by letter. It was further stated that the proposed supplementary arrangement with the Finance Corporation had not been approved by the Liberian Parliament, but that the President of the Republic had been authorised to undertake negotiations at once with the Finance Corporation with a view to concluding an acceptable arrangement to be incorporated in the plan of assistance. Finally, it was announced that, when this arrangement had been completed and when the Council had accepted the reservations made by the Liberian Parliament, the Protocol would be signed and effect would be given to it.

The permanent delegate of Liberia in Geneva added certain observations to the telegram, emphasising that the reservations made by the Liberian Parliament were entirely justified in view of the fact that, in spite of the formal and repeated promises of the Council and its special Committee, the plan of assistance included certain provisions which were incompatible with the constitution of the country and the exercise of its sovereign rights. He declared that, notwithstanding its spirit of conciliation and sacrifice, the Liberian Parliament had been unable to approve the supplementary agreement with the Finance Corporation annexed to the plan of assistance. He drew the attention of the Council to the length of time required for postal communication between the

Republic of Liberia and Europe, and pointed out that the documents relating to the last session of the Committee of the Council had reached Monrovia only on November 28th last. Finally, he regretted that the new memorandum of the financial expert, which was to be submitted to the Government of Liberia, had not yet reached that country.

The Council, on January 19th, again considered the request for assistance of the Government of Liberia, and adopted a report which recalled that three years had elapsed since the Council had first examined the Liberian request. It stated that the Liberian Government had been invited in October 1933 to inform the Council before the present session whether it wished to accept the proposed plan in its entirety. It added that the plan of assistance had not been accepted in its entirety and without reserve. It pointed out that an essential part of the proposed scheme — namely, the financial arrangement — had not been approved by the Liberian Parliament. The Council would regret being driven to conclude from the communication of the Liberian Government that it refused to accept the plan of assistance which had been framed at its own request and which, while safeguarding Liberia's political independence and avoiding any encroachment on her territorial integrity or the exercise of her sovereign rights, was intended to assist her in the application of administrative and financial reforms which she had expressed the intention of carrying into effect. In the event of such a refusal, the Council would be able to do no more than note the decision of Liberia and cease concerning itself with the matter. It was added that, if the communication which was on its way contained any further matters for consideration, the Council might take up the question again at its next session.

The representative of Liberia reminded the Council that he had informed it in his letter of the acceptance by the Liberian Parliament of the plan of assistance, subject to certain reservations, with the terms of which he was unacquainted, since he had not yet received the communication of his Government. He did not think that the formulating of reservations had ever implied a refusal. His Government was

keenly anxious to accept a plan of assistance without reservations and to give effect to such a plan as soon as possible, provided that, not only in theory, but in fact, it safeguarded the political independence and territorial integrity of Liberia together with the exercise of her sovereign rights. In his opinion, however, the proposed supplementary contract with the Finance Corporation did not comply with these conditions. The President of the Republic had therefore been instructed by the Liberian Parliament at once to undertake negotiations with the Finance Corporation, with a view to reaching an agreement.

The representative of the United Kingdom, after emphasising the fact that the Liberian Government had itself appealed to the Council and that the Council regarded the plan of assistance prepared by its special Committee as acceptable in its entirety, asked that the attention of the Government of Liberia should again be called to this decision of the Council.

The representative of Liberia replied that the acceptance of the plan in its entirety had never been understood by his Government as implying an acceptance in the letter, without reservation or observation. The right of submitting observations in accepting a diplomatic instrument belonged to any Government Member of the League.

The Council finally noted that the plan of assistance requested by the Liberian Government on January 23rd, 1931, had been rejected by the latter, and decided, in consequence, to withdraw the offer made to that Government.

VIII. — DISPUTE BETWEEN GREECE AND BULGARIA.

The Council, in accordance with Article 181 of the Treaty of Neuilly, appointed an arbitrator to deal with the dispute between Greece and Bulgaria concerning certain forests situated in Central Rhodope.

The arbitrator's award having been rendered, the Council discussed the matter in September.

The Bulgarian representative announced that his Government was prepared to effect the payment referred to in the

award. He pointed out that, in view of Bulgaria's difficult financial position, a payment in currency was not possible, but that his country was ready to consider any other method acceptable to Greece, including deliveries in kind.

The representative of Greece accepted this proposal. The representatives of Bulgaria and Greece agreed to resume negotiations on various other matters of a financial nature outstanding between the two countries, as soon as the means of payment had been decided on.

The rapporteur, the United Kingdom representative, welcomed the goodwill displayed by both parties, and hoped that the negotiations would soon be brought to a successful issue.

IX. — TREATY OF CONCILIATION AND NON-AGGRESSION SIGNED AT RIO DE JANEIRO.

In January 1934, the Argentine Government forwarded to the Council a Pact of Conciliation and Non-aggression concluded at Rio de Janeiro on October 10th, 1933. The Pact had been signed by the Argentine, Brazil, Chile, Mexico, Paraguay and Uruguay, and remains open for the accession of all States.

The Pact, as the Argentine Government observed in its communication, responds to the appeal which the Assembly of the League of Nations in 1928 addressed to all Governments, inviting them to subscribe to agreements for the settlement of international disputes and the organisation of security. It is, in the view of the Argentine Government, one of the series of treaties established with a view to preventing war and settling disputes between nations — the Covenant of the League of Nations, the Pact of Paris, the General Act and the Locarno Treaties.

The Council decided that the Treaty of Rio de Janeiro should be submitted to the Committee which had been instructed by the Assembly to consider the question of bringing the Covenant of the League into harmony with the Pact of Paris.

X. — RELATIONS BETWEEN THE LEAGUE
AND THE PAN-AMERICAN UNION.

At the request of the Colombian delegation, the Assembly decided that the question of the relations between the League of Nations and the Pan-American Union should be entered on the agenda for its next ordinary session.

XI. — COMMISSION OF ENQUIRY FOR EUROPEAN UNION.

Circumstances did not permit the Commission of Enquiry for European Union to meet in 1934.

The Assembly decided that the Commission should continue in office for another year and that the report of the Commission should forthwith be placed on the agenda of the Assembly's next session.

CHAPTER V

THE SAAR TERRITORY AND THE FREE CITY OF DANZIG

I. The Saar Territory : (1) Appointment of the Governing Commission ; (2) Organisation of the Plebiscite. — II. The Free City of Danzig : (1) Constitutional Questions ; (2) Arbitral Procedure between Poland and Danzig relating to Social Insurance.

I. — THE SAAR TERRITORY.

1. *Appointment of the Governing Commission.*

The Council, on January 17th, 1934, appointed for one year, as from April 1st, 1934, the Chairman and members of the Governing Commission of the Saar — namely, Mr. Knox (Chairman) (United Kingdom), M. d'Ehrnrooth (Finnish), M. Kossmann (Saar), M. Morize (French) and M. Zoricic (Yugoslav).¹

2. *Organisation of the Plebiscite.*

The Treaty of Versailles provides, in paragraph 34 of Chapter III of the Annex to Section IV, that, at the termination of a period of fifteen years from its coming into force, the population of the Saar Territory is to state under what sovereignty it wishes to be placed.

The Treaty lays down the following conditions for the Plebiscite :

¹ The duration of these appointments was subject to the provisions of the Treaty of Versailles, which stipulated that the powers of the Governing Commission would lapse as soon as the new regime in the territory of the Saar came into force, unless the population should decide in favour of the maintenance of the regime established by the Treaty.

“ A vote will take place by communes or districts on the three following alternatives : (a) maintenance of the regime established by the present Treaty and by this Annex ; (b) union with France ; (c) union with Germany. All persons, without distinction of sex, more than twenty years old at the date of voting, resident in the Territory at the date of signature of the present Treaty will have the right to vote. The other conditions, methods and the date of voting shall be fixed by the Council of the League of Nations in such a way as to secure the freedom, secrecy and trustworthiness of the voting.”

The Treaty of Versailles having come into force on January 10th, 1920, the measures to be taken with a view to the Plebiscite were an item on the Council's agenda for January 1934. Germany had given notice of withdrawal from the League in October 1933, and refrained from participating in the Council's discussion. The Council set up a Committee consisting of the representatives of Italy (Rapporteur for Saar questions), Argentine and Spain :

“ (a) To study measures calculated to ensure by all appropriate means the regularity of the electoral proceedings ;

“ (b) To take particularly into consideration the study of the appropriate means of safeguarding the population against pressure of any kind and the execution of any threats likely to affect the trustworthiness of the voting ;

“ (c) To study any suggestions that may be submitted to it by the Governing Commission as regards the maintenance of order during the period of the Plebiscite.”

The Committee was authorised, if necessary, to secure the assistance of technical experts. It met several times between January and June, and also had recourse to the help of experts and of the Financial Committee of the League.

On June 4th, the Council, in accordance with its Committee's proposals, laid down the Regulations for the Plebiscite.

The Council noted the declarations made on June 2nd by the German and French Governments, in an exchange of letters during the negotiations with the Council Committee. In these documents the two Governments undertook :

“(a) To abstain from pressure of any kind, whether direct or indirect, likely to affect the freedom and trustworthiness of the voting;

“(b) Likewise to abstain from taking any proceedings or making any reprisals or discrimination against persons having the right to vote, as a result of their political attitude in connection with the purpose of the Plebiscite during the administration by the League of Nations;

“(c) To take the necessary steps to prevent or punish any action by their nationals contrary to these undertakings.”

The German and French Governments at the same time agreed that any difference concerning the application or interpretation of these undertakings should be submitted to the Permanent Court of Arbitration at The Hague, without prejudice to the rights of the Council of the League.

It was further agreed that, for a transitional period of one year as from the establishment of the final regime, a Supreme Plebiscite Court should be competent to consider any complaint, submitted by a person having the right to vote in the Saar, of pressure, prosecution, reprisals or discrimination, as a result of his political attitude in connection with the purpose of the Plebiscite during the administration of the Territory by the League. It was agreed that the competence of the Court would extend to cases in which penal or administrative proceedings were taken outside the Territory against any person having the right to vote in the Saar, and also that no decision, even of a judicial nature, should prevail against the decision of the Plebiscite Court. In taking note of these declarations, the Council added that it would reserve the right to examine in due course, on the basis of paragraph 39,¹ the conditions under which the benefit of the undertakings given by the two Governments in the above-mentioned declarations as regards voters could be extended to inhabitants of the Saar Territory who do not possess the right to vote. The Council made it clear that it would see

¹ This paragraph 39 of Chapter 3 of the Annex to Section IV of the Treaty provides that “the Council of the League of Nations shall make such provisions as may be necessary for the establishment of the regime which is to take effect after the decisions of the League of Nations” as to the sovereignty under which the territory is to be placed, taking into account the wishes of the inhabitants as expressed by the voting.

that these undertakings were fulfilled, this being regarded by it as an essential condition of the Plebiscite.

Sunday, January 13th, 1935, was fixed as the voting day, and the following decisions were taken as to the organisation and carrying out of the Plebiscite :

A. *The Plebiscite Commission.* — The Government of the Territory will still be carried on by the Governing Commission ; but a special body, the Plebiscite Commission, is constituted under the authority of the Council for the organisation, direction and supervision of the Plebiscite. This Commission consists of three members and an expert, who may act as deputy member.

The Commission will take its decisions by a majority vote of the members present ; it has power to appoint and dismiss the staff, local or foreign, necessary for the performance of its duties.

The following were appointed members of the Commission : M. Victor Henry (Swiss), M. Daniel de Jongh (Dutch) and M. Alan Rohde (Swedish), with Miss Sarah Wambaugh (United States of America) as technical adviser.

The chairmanship of the Commission is held in turn by members ; the Commission entered on its duties on July 1st. It has submitted to the Council a series of reports on the progress of its work.

B. *Regulations for the Plebiscite.* — The “ regulations ” relate to the following points : the right to vote, the status of resident, the voting divisions, the local bodies to be established in connection with the Plebiscite, the compilation of the voting lists, the presentation of claims in connection with the voting lists, voting procedure and the treatment of persons committing offences under the regulations.

It was at the same time laid down that, in the provision that “ a vote will take place by communes or districts ”, the Treaty was referring to already existing areas. The results of the voting will be determined by unions of communes (*Bürgermeistereien*) or, in the case of communes not forming part of any union, by communes. Each union of communes and each commune which does not form part of a union will

constitute a voting area. In each of the areas thus formed, the voting will be calculated separately.

In each of the eight districts of the Territory, a bureau of officials not being natives of the Territory has been established under the authority of the Plebiscite Commission, to secure the freedom, secrecy and trustworthiness of the voting. In each of the eighty-three voting areas, a Communal Committee, presided over by a person foreign to the Territory and not belonging to the two countries interested, has been made responsible for compiling the registers of persons entitled to vote. The members of these Committees were appointed by the Plebiscite Commission.

For the voting itself, it is provided by the Plebiscite Regulations that a large number of voting offices shall be established. In each of these, there will be two official tellers and two assistants, with a chairman not belonging to the Territory, nor to either of the nations interested in the Plebiscite.

C. *Plebiscite Tribunal.* — A Supreme Plebiscite Court and eight District Tribunals have been set up, with jurisdiction in disputes concerning : the entries in the registers of persons entitled to vote and the validity of the voting ; offences covered by the Plebiscite regulations ; and breaches of ordinary criminal law, in so far as they are connected with the purpose of the Plebiscite, committed before, during and after the Plebiscite proceedings.

The President of the Supreme Court is M. Bindo Galli (Italian), and the Vice-President Mr. James Creed Meredith (Irish) ; there are six other judges and an Examining Magistrate, a Public Prosecutor, two assistants and the registrars. All these, together with the judges of the District Tribunals, were appointed by the President of the Council, after consulting his colleagues and on the proposal of the Council's Committee. The judges of all these courts know German, are strangers to the territory and are not nationals of either of the States interested in the Plebiscite.

The Supreme Court and the eight District Tribunals began their duties on September 15th. The Supreme

Plebiscite Tribunal will remain in office during a transitional period of one year from the date of the definitive regime.

D. *Financing of the Plebiscite.* — The costs of the Plebiscite were to be borne by the German and French Governments and by the Governing Commission. Each of the Governments provided five million French francs and the Commission one million. As this amount proved insufficient, the Council subsequently asked for further advances from the two Governments.

During the summer, the Council had to consider a certain number of documents, in particular certain letters from the Chairman of the Governing Commission and a Memorandum from the French Government raising the following problems: The position of Saar officials after the Plebiscite; Saar loans taken up outside the Territory and Saar claims on foreign countries; social insurances contracted in the Territory; the general outline of the regime to be established if the *status quo* is maintained; and the question of the mines and of the French currency in the Territory in the event of its return to Germany.

On September 8th, the Council referred these various questions to the Committee of Three and extended the scope of its instructions. The Committee held three sessions (Geneva, September 27th-28th; Rome, November 5th-December 3rd; and Geneva, December 4th). On December 5th, it submitted to an Extraordinary Session of the Council a report, which was unanimously approved the following day.

The decisions related to the following points :

(a) *Definition of the Regime established by the Treaty.* — Without going into details of the regime to be established if “ for the whole or part of the Territory, the League of Nations decides in favour of the maintenance of the regime established by the Treaty ”, the Council emphasised that, in such a case, the League, which was at present Trustee for the exercise of government, would be assigned the sovereignty for the whole

or part of the Territory. In this case, the present regime might, and indeed should, undergo the modifications necessary for its conversion into a regime of League of Nations sovereignty. The League would therefore have power, within the limits set by the Treaty, to make such changes in the organisation as it might consider appropriate. It would also have power to dispose of its sovereignty to such extent as might be compatible with the Treaty, and in conformity with the principles on the basis of which the sovereignty over the Territory had been conferred on it and must be exercised.

(b) *Nationality of Inhabitants of the Saar and Right of Option.* — Until the decision of the League following the Plebiscite, the inhabitants of the Territory will retain their nationality. But if the Territory were placed under the sovereignty of the League, it would be necessary to institute a Saar nationality. All persons of German nationality who were domiciled in the Saar would then, *ipso facto*, acquire Saar nationality, but they would have the right of opting for German nationality. The other inhabitants would retain their nationality, but all those whose names are on the voting lists and who had kept their domicile in the Territory would have the right of opting for Saar nationality. In the event of union with France, questions of nationality would be settled in accordance with the principles generally followed in cases of annexation of territory. But there would be a right of opting for German nationality. In the case of union with Germany, the decision of the League would not involve any change of a legal character affecting the nationality of the inhabitants.

(c) *Extension to Inhabitants of the Saar Territory who do not possess the Right to Vote of the Guarantees afforded to Voters.* — The Council, on June 4th last, reserved the right to examine the conditions under which the benefit of the undertakings given by France and by Germany in their declarations of June 2nd regarding voters could be extended to inhabitants of the Saar Territory who do not possess the right to vote. At the suggestion of the Committee, the German and French

Governments, by declarations made on December 3rd and 4th respectively, undertook to abstain from all proceedings, reprisals or discrimination against inhabitants of the Saar Territory who are not entitled to vote, on account of their political attitude in connection with the purpose of the Plebiscite during the League's administration. It was agreed that by "inhabitant" should be meant any person who has been domiciled in the Saar Territory for at least three years on January 13th, 1935.

The two Governments agreed that any dispute with regard to the application or interpretation of these undertakings might be referred to the Permanent Court of Arbitration at The Hague, and that, during a transitional period of one year as from the establishment of the definitive regime, the Supreme Plebiscite Court should have power to entertain petitions from inhabitants of the Saar not entitled to vote on the same conditions as were laid down in June last.

(d) *Treatment of the Inhabitants after the Establishment of the Definitive Regime in the Event of Union with France or with Germany.* — The Council took note of the undertaking given by the French and German Governments to the effect that, in the event of all or part of the Territory being united either with France or with Germany, persons domiciled in the Saar who were desirous of leaving the Territory should be given every facility to retain or sell their immovable property and to remove their movable property free of all charges.

It was further agreed that, in the event of union with Germany, the inhabitants of the Saar Territory, whatever their nationality, should not, for a period of one year, be subject to any discrimination on account of their language, race or religion. The undertaking entered into by the French Government contains no limit as to time.

(e) *Social Insurance.* — In the event of the maintenance of the regime set up by the Treaty, the rights acquired or in process of being acquired by inhabitants in respect of the social insurance institutions in the Saar are safeguarded in conformity with legislation at present in force in the Territory.

Should the Saar be returned to Germany, the German Government made a declaration that the social insurance in the Territory would be incorporated in the general German insurance system, and that, as a general rule, the rights acquired or in process of acquisition from social insurance funds in the Territory would, in consequence, continue to be safeguarded.

The French Government, on the other hand, guaranteed to ensure to persons in the Saar the benefit of rights acquired or in process of acquisition from Saar insurance institutions, the rights arising in respect of periods covered by contributions paid to German insurance institutions and the payment of annuities or pensions acquired from German or Saar institutions.

(f) *Saar Officials.* — On several occasions, and in particular in 1933, the Council affirmed the principle that the rights of Saar officials would in all circumstances be safeguarded. At the request of the Committee, the two Governments entered into negotiations with the Governing Commission.

(g) As regards financial questions and the mines, an agreement was reached in Rome on December 3rd between Germany and France covering the economic and financial questions that had to be provided for in the event of union with Germany. The agreement deals with the following points : Commercial credits ; intermediate period between the decision of the Council, to be given after the Plebiscite, and the date of the change of regime ; claims of the French Treasury ; Saar debts authorised by the Governing Commission.

As regards the claims of the French Treasury, in the event of union with Germany, France will cede to Germany her rights of ownership over the Saar mines and railways against a payment of 900 million French francs. This payment will be provided for by the handing over of 95 per cent of the total quantity of Bank of France notes circulating in the Territory, and, as regards the balance, by free deliveries of coal, the deliveries being spread in such a way as to ensure full payment of the lump sum in five years.

The dues derived from the Warndt mine leases will be paid to the French Treasury to an amount averaging 2,200,000 tons per annum for five years.

The agreement then states the method of collection of Bank of France notes circulating in the Saar. Bank of France notes and other foreign means of payment circulating in the Saar will remain on deposit in a blocked account in the name of the Bank for International Settlements, and shall be employed for the payment of the debts to which they are assigned in the agreement. The Council recommended that, in the event of union with Germany, the transfers representing foreign claims and capital investments in the Saar should continue to be made without impediment; it further recommended that, in the commercial settlements to be concluded, account should be had of the existing economic situation, with the motive of mitigating the regrettable circumstances which might be entailed by abrupt alterations in the commercial relations of the Saar with other countries.

The Council also stated that, in order to give some assurance against such abrupt changes in the event of the return of the Territory to Germany, the intermediate period should not be less than one month.

In giving their approval to the Council's report, certain Members desired to make their views clear.

The French representative declared that, in the event of the maintenance of the present regime in the Saar, if at some later time the Saar population expressed a desire to be reincorporated with Germany, the Council of the League would then, in the French representative's view, have to give a decision. France, on her part, would not oppose any such decision by the Council.

The representative of the Union of Soviet Socialist Republics emphasised that, in such a case, the Council could not refuse to give satisfaction to the desire of the population to go back on a vote given for reasons of a temporary nature.

The President of the Council said that such declarations accurately expressed the views of the Council as a whole.

The Governing Commission, which was responsible for the maintenance of public order, was authorised by the Council

to increase the existing police and gendarmerie forces, either by local recruitment or, if necessary, from outside the Territory. The Governing Commission stated that, in its opinion, the enlistment of foreigners was desirable. The President of the Council therefore recommended Members of the League to afford the Saar Governing Commission every assistance in its work. This appeal was favourably received by a number of Governments.

At the Council's meeting in December, the French representative declared that the Saar problem was not exclusively one for France and Germany; it was essentially international. He therefore asked the Council itself to undertake the responsibility for the maintenance of order. If the Council decided that this should be entrusted to international contingents, France would agree not to be represented amongst these contingents, seeing that Germany likewise could not be represented.

The representatives of the United Kingdom and Italy accepted this suggestion. They made clear the conditions under which a force might be sent to the Saar — namely, that other countries, suitably situated to take such action, should also contribute; they further stated that Germany must give her consent to the despatch of such forces.

Germany having given a favourable reply, the Council asked the Governments of the United Kingdom, Italy, the Netherlands and Sweden to participate in the forming of an international force, which would, under the authority of the Governing Commission, provide for the maintenance of order in the Territory before, during and after the Plebiscite.

On December 11th, the four Governments having replied favourably, the Council decided that such a force should be created and placed at the disposal of the Governing Commission. The costs of transport and maintenance due to service abroad, in so far as they were not covered by credits existing in the budgets of the respective Governments, would be borne by the funds for Plebiscite expenses. It was agreed that the cost of death or invalidity pensions awarded in respect of service as a member of the international force would be borne by the Government of the Territory, within the

meaning of paragraph 39 of the annex to Article 50 of the Versailles Treaty.

The strength of the contingent was fixed as follows :

United Kingdom	1,500
Italy	1,300
Netherlands	250
Sweden	250

The contingents reached the Saar by December 22nd and were placed under the command of Major-General Brind (United Kingdom).

II. — THE FREE CITY OF DANZIG.

1. *Constitutional Questions.*

The High Commissioner is instructed to bring to the notice of the Council any danger of an infraction of the Constitution of the Free City. On November 4th, 1933, he drew the attention of the Council to a speech made by the Vice-President of the Senate of the Free City to the Danzig police organisations on October 31st, 1933. The Vice-President said that a police official who did not definitely accept the National-Socialist State would never hold a position under his authority, and that he intended to make the police an instrument of the National-Socialist State. He had further stated that there was no room in Danzig for parties or for members of the Socialist, Centre or German National groups. The High Commissioner had drawn the attention of the President of the Senate to articles of the Constitution which declared that officials were servants of the community and not of a party, and that they were entitled to freedom of political opinion and freedom of association.

The President of the Senate assured the High Commissioner that the Vice-President had merely intended to emphasise in his speech that the party system was now out of date and that it was essential for especially close relations of trust to exist between the Government and the members of the police force.

Meanwhile, representatives of the *Danziger Landeszeitung* and of the *Danziger Volkstimme* had submitted petitions to the High Commissioner complaining that their newspapers had been suspended for having reported the speech of the Vice-President and published articles concerning it. The petitioners claimed that these suspensions were a breach of Article 79 of the Constitution concerning freedom of opinion.

The High Commissioner forwarded the petitions to the President of the Senate, who declared that there could be no question of cancelling the prohibition of the newspapers, and that the petitioners were being placed under preventive detention, the security of the State necessitating such a measure.

Under these circumstances, the High Commissioner found it necessary to bring the matter to the notice of the Council.

The Council, on January 18th, 1934, reviewing the general situation in regard to the Constitution of the Free City and its protection by the League of Nations, reaffirmed the principles deriving from Article 103 of the Treaty of Versailles, under which the Constitution of the Free City of Danzig was placed under the guarantee of the League. It recalled the principle that the Constitution could only be changed with the permission of the League, and that the constitutional life of the Free City must always be in accordance with its terms. The Council made it clear that the League's guarantee of the Danzig Constitution implied for the Council the right and duty to satisfy itself in general that the constitutional life of the Free City was in keeping with that Constitution, and that the Council must remain sole judge of its own action in every new case that might be submitted to it.

As regards freedom of opinion and of association, the Council noted the declaration of the President of the Senate in his reply to the High Commissioner, and expressed the view that there was nothing in the Constitution of the Free City which prohibited the suspension of newspapers on the ground that they had published matter which endangered the safety of the State.

The Council, however, was unable to accept the Senate's contention that it was an act endangering the safety of the

State for a citizen of Danzig to submit a petition to the High Commissioner before he had employed the remedies provided by law against the action of which he complained, and before a decision by the Senate had been taken as the result of his appeal. It was for the High Commissioner to judge of the value of a petition of this nature, and, in doing so, he would presumably consider, among other points, whether the petitioner had neglected to have recourse to the means of redress which were open to him. But this did not mean that a Danzig citizen should be debarred from submitting a petition until he had exhausted all possible legal remedies, and he could not be regarded on this ground alone as having acted against the safety of the State. The right of petitioning the High Commissioner must remain intact.

2. *Arbitral Procedure between Poland and Danzig relating to Social Insurance.*

On July 2nd, 1934, a Convention relating to social insurance was concluded between Poland and Danzig. This Convention provides for the setting up of an arbitral tribunal to settle possible differences of opinion as to its interpretation or application.

The League of Nations' High Commissioner in Danzig asked the Council if there were any objection to the provisions of the Convention relating to the creation of an arbitral tribunal, and whether, if necessary, the High Commissioner could appoint the President.

The Council pointed out that, in a somewhat similar case (that of an agreement between Danzig and Poland regarding the tobacco monopoly in Danzig, which provided for the setting up of two arbitral tribunals), the Council had seen no objection to the creation of a special tribunal to deal with technical questions which might arise, and had authorised the Secretary-General to appoint the Presidents.

As Article 33 of the Convention of July 2nd, 1934, contained a clause providing safeguards in the event of the application of Article 39 of the Treaty of November 9th, 1920, relating to the jurisdiction of the High Commissioner in

disputes between Danzig and Poland, the Council was of opinion that there was no reason to object to the creation of an arbitral tribunal, nor to the appointment of the President of the tribunal, if necessary, by the High Commissioner.

CHAPTER VI

PROTECTION OF MINORITIES

I. Protection of Minorities at the Fifteenth Assembly. — II. Work of the Council. —
III. Settlement of the Assyrians of Iraq.

I. — PROTECTION OF MINORITIES AT THE FIFTEENTH ASSEMBLY

The generalisation of the system of protection of minorities was again discussed by the Assembly and the Sixth Committee this year. The Polish Government had submitted a draft resolution which first referred to the distinction existing between minorities protected by virtue of certain treaties in force and unprotected minorities and stated that this distinction was "in contradiction with the sentiments of equity and justice". Such a state of affairs should be remedied by the conclusion of a general convention on the protection of minorities, involving the same undertakings by all Members of the League to ensure international protection for all minorities. The draft resolution contemplated the summoning of a conference of all the Members of the League for the purpose of drawing up this convention, and in it the Council was requested to take the necessary steps to convene the conference not later than six months after the close of the Assembly.

On the proposal of the Hungarian delegation, the Assembly referred to the Sixth Committee that part of the Secretary-General's report which related to the work done for the protection of minorities since the preceding Assembly session.

On September 13th, M. Beck, first delegate of Poland, explained to the Assembly his Government's position with regard to the generalisation of the system for the protection

of minorities. He declared that the existence of minority undertakings or the lack of such undertakings could not plausibly be justified. The application of the system in its existing form had proved disappointing. He therefore appealed to the Assembly to remedy the sins of omission of the past and to lay down a sound and uniform basis for a definite system of international protection of minorities.

The Polish Government expected a clear and unequivocal reply to the two questions he had raised — immediate recognition of the necessity for a general convention and the summoning of an international conference for the purpose. If the reply was in the affirmative, Poland would co-operate to the fullest extent, while deeming it only natural that, in drawing up general rules, the conference should take into consideration the special conditions existing in other continents. The Polish delegate added, however, that he was not optimistic ; for he was assured that the opinion of most Governments had not changed.

M. Beck concluded by saying :

“ Pending the introduction of a general and uniform system for the protection of minorities, my Government is compelled to refuse, as from to-day, all co-operation with the international organisations in the matter of the supervision of the application by Poland of the system of minority protection.

“ I need hardly say that the decision of the Polish Government is in no sense directed against the interests of the minorities. Those interests are and will remain protected by the fundamental laws of Poland, which secure to minorities of language, race and religion free development and equality of treatment.”

On September 14th, the first delegates of the United Kingdom, France and Italy, which are co-signatories with Poland of the Minority Treaties concluded on June 28th, 1919, declared that no State could, by unilateral action, release herself from obligations of the kind undertaken by Poland as regards minorities.

The question of generalisation was thoroughly discussed in the Sixth Committee. Certain delegates announced their unqualified agreement or their sympathy with the proposal if it were confined to Europe. Others declared themselves

opposed to the idea of generalisation and to the preparatory measures designed to bring it about. According to the latter, the present system of protection for minorities must be regarded as bound up with the treaties and not in any way embodying principles of government having the character of universal obligations. The minority clauses had their foundation and their *raison d'être* in special circumstances prevailing at the time when the treaties were concluded.

To impose the present system of minorities protection upon countries whose territories are not inhabited by peoples of different race, language or religion, or which in the course of their history have successfully settled the mutual relations of such peoples, would, in effect, create an artificial problem.

Since the countries at present bound by minorities treaties had complained of the defects of the system in force, it appeared paradoxical that those very countries should propose the generalisation of such protection. The minorities treaties themselves provided a procedure for their modification, but the Council alone was competent to bring the procedure into operation. Several delegates who were in favour of the principle of generalisation made reservations regarding the advisability of summoning an international conference.

In these circumstances the Chairman of the Committee asked the Polish delegation not to insist on its proposal being put to the vote. In reply the Polish delegate stated that the speeches of certain delegates had made it clear that there were some States, including European countries, which refused to consider the generalisation of the international protection of minorities. A vote in the Committee could only have shown the impossibility of taking a decision, such a decision requiring unanimity in the Assembly.

The Polish delegate did not therefore insist on a formal vote by the Committee, which would have had no practical value.

The discussion on the Hungarian proposal gave rise to a debate on the competence of the Assembly and its Sixth Committee in the sphere of minorities. The Hungarian delegate, in asserting this competence, relied on the general powers conferred on the Assembly by Article 3 of the Covenant.

Other speakers recognised that the Assembly was competent to deal with questions of principle, but maintained that only the Council, which was entrusted by the treaties with the supervision of their application, was competent to deal with individual claims or concrete cases.

In connection with the complaints made by the Hungarian representative, several speakers pointed out that the proper course to pursue was to apply to the Council in conformity with the rules of procedure in force. The Council alone would consider the necessary reforms to be made in the system of minorities protection laid down by the treaties.

II. — WORK OF THE COUNCIL.

During 1934, the Council has dealt with several minorities petitions, in particular with the question of the granting and withdrawal of licences for the sale of alcoholic liquors in Poland.

The procedure in force for minorities petitions has been regularly applied. Minorities committees met, not only during the sessions of the Council, but in the intervals between them. Whenever the examination of a petition was closed without the members of the respective Committees asking that it should be placed on the Council agenda, the Members of the Council were informed by letter of the results of the examination. In a certain number of cases, with the assent of the Government concerned, the result was published in conformity with the resolution of the Council on June 30th, 1929, by the insertion of the letters in the *Official Journal* of the League.

III. — SETTLEMENT OF THE ASSYRIANS OF IRAQ.

In 1933, the Council set up a Committee consisting of the representatives of the United Kingdom, Denmark, France, Italy, Mexico and Spain to study the problem of the settlement outside Iraq of the Assyrian population of that kingdom.

Early in 1934, this Committee enquired of the Brazilian Government whether it would permit these Assyrians to establish themselves in Brazil, and sent a mission of investigation to that country.

Shortly afterwards, the Brazilian Government having decided to restrict all immigration, the Governments of the United Kingdom and of France made proposals for a settlement of the Assyrians, respectively, in British Guiana and in the bend of the Niger in French West Africa. The Council agreed that preliminary investigations should be set on foot with regard to the establishment of the Assyrians in one of these territories, and the Council Committee accordingly decided to send a mission to British Guiana.

CHAPTER VII

MANDATES

I. Annual Reports: (1) Palestine and Trans-Jordan; (2) Syria and the Lebanon; (3) Tanganyika; (4) Cameroons and Togoland under French Mandate; (5) Islands under Japanese Mandate; (6) Western Samoa; (7) South West Africa; (8) Other Territories. — II. Special Questions. — III. Petitions.

The work of the mandatory Powers during 1933 in the territories under their control was carefully considered by the Mandates Commission. Most of the reports of the Governments concerned laid stress on the results of the economic depression on the administration and finances of the territories.

I. — ANNUAL REPORTS.

1. *Palestine and Trans-Jordan.*

In spite of the general depression, the economic and financial situation of Palestine has been favourable. Notwithstanding large remissions of taxation, revenue was maintained, chiefly owing to a considerable increase in the receipts from import duties. The surplus balance on March 31st, 1934, amounted to £P2,500,000. The issue of a loan of £P2,000,000 guaranteed by the United Kingdom Government for the purpose of financing important schemes of development was approved.

As regards the incidents of October 1933 in various towns in Palestine, the United Kingdom Government stated that there had since been an improvement in the political situation and that the relations of mutual confidence which the High Commissioner had established with influential Arabs had done much to ease the situation.

The Commission noted a statement of the accredited representative of the mandatory Power to the effect that the number of troops and police was adequate to ensure the maintenance of public order, and hoped that detailed information would be given in the next annual report as to the final decisions reached in regard to the incidents.

Local Autonomy. — An ordinance has been enacted in regard to municipal bodies, whereby, in mixed centres of population, Jewish and Arab councillors work together. Objections were made to this ordinance by the Arab Executive, the Jewish Agency and various local authorities, on the ground that it unduly limited the independence of the municipal corporations. But the mandatory Government considered that a certain measure of control must be retained in the early stages. Restrictions would be relaxed as soon as the municipal councils were shown to be working satisfactorily.

2. *Syria and the Lebanon.*

The Mandates Commission, with the assistance of the accredited representative, discussed at length the general political and parliamentary situation in Syria and the Lebanon and noted the Treaty of Friendship and Alliance between France and Syria, and the protocols and letters relating thereto.

Being desirous of entirely reserving its opinion as to the political maturity of the populations under mandate, and, therefore, as to the date and manner of their emancipation, the Commission deliberately refrained from any comment upon the Treaty. This instrument, which is not yet finally binding upon the two parties, is intended only to regulate the relations between the mandatory Power and the Syrian community after the termination of the mandate, no proposal for which has yet been brought before the Commission.

Further, the Commission heard with interest the description given of the present political and parliamentary situation in Syria and the Lebanon. It regretted that the incidents which occurred in Parliament in connection with the publication of the Franco-Syrian Treaty obliged the mandatory Power to suspend the proceedings of the Syrian Chamber.

The Commission hoped that the normal parliamentary regime — more particularly in the matter of the budget — would soon be restored.

Municipal Administration. — The Commission noted that, in a number of cases, the elected members of the municipal councils had been considered inefficient and had been replaced by officials or administrative boards appointed by the Government, and stated that it would be glad to be informed of the effects of this measure upon the administration of municipal affairs.

Public Finance. — The position of the territory in regard to public finance was not brilliant. The reserves had been to a great extent exhausted, and the depression had greatly reduced the yield of taxes. It was hoped, however, that, in 1934, the budgets of the several territories would be balanced by means of economies.

3. *Tanganyika.*

Conference of East African Governors: Customs Union: Postal Amalgamation. — At conferences of the Governors of the East African territories, held in 1933, decisions were taken affecting the mandated territory, more particularly as to the continuation of the present Customs union between Tanganyika, Kenya and Uganda, and as to the amalgamation of the postal services of the three territories.

The Commission therefore stated that it would be glad to find in future reports as much information as possible on the work of the Conference of East African Governors, and especially as to the reasons for any recommendation or agreement that concerned the mandated territory.

Wishing to safeguard the integrity of the mandate, the Commission attached special importance to all that concerned the relations of Tanganyika with the two neighbouring British possessions. It learned that the Customs union in force between the three territories since August 1927 was to the advantage of all three, and that inter-territorial trade between them had reached substantial parity. The Commission also

hoped to receive information as to the reasons for the issue of a common postage stamp and as to the allocation of postal, telegraphic and Customs expenditure and revenue between the three territories.

4. *Cameroons and Togoland under French Mandate.*

The Commission was informed that a decree dated December 13th, 1932, had rendered applicable to the colonies, protectorates and mandated territories under the Colonial Department the provisions of the single article of the Law of May 16th, 1930, which reserves for French aircraft, subject to special and temporary exceptions, the commercial transport of passengers and goods between two points in French territory and between France and the French colonies.

The accredited representative of the mandatory Power promised to furnish the Commission with precise information as to the effect of the provisions of the above-mentioned decree on the Cameroons and Togoland under French mandate. In these circumstances, the Commission reserved the right to examine later the problems which might be raised by the terms of the Decree of December 13th, 1932.

Cameroons. — The Commission took note of the provisions contained in Article 7 of the law promulgated on January 20th, 1934, authorising the Governments of certain colonies and the Commissariat of the Republic in the Cameroons to contract loans guaranteed by the French State and intended to be devoted in part to public works. This law provides that working equipment and material purchased outside the territory must be of French origin and transported under the French flag.

The Commission examined this text in the light of Article 6 of the mandate for the Cameroons, and in the light of the exchanges of views which have taken place on similar subjects connected with economic equality on many occasions. It expressed the hope that the mandatory Power would make use of the derogation clause in the law in question whenever it would be to the advantage of the territory to do so.

Togoland. — The Commission was informed by the accredited representative of the critical situation of the finances of Togoland under French mandate. In the last few years, the Administration had made severe cuts in the budget. In spite of efforts to maintain the taxpaying capacity of the territory by intensifying production, it was proving impossible to balance the budget while retaining the present administrative machinery.

The mandatory Power has therefore considered certain schemes of reform. It proposes to instruct provisionally the high officials of the neighbouring French colony of Dahomey, and possibly even its Governor, to perform the duties of Commissioner of the Republic and of chiefs of the principal services of Togoland. The official combining the posts of Governor of Dahomey and Commissioner of Togoland would be under the direct authority of the Colonial Ministry as regards this latter function. The proposed reform would effect an economy of some 3 or 4 million French francs for the territory under mandate. The individuality and budgetary autonomy of Togoland would be carefully safeguarded.

The Commission was grateful to the French Government for having communicated its intentions and for the care which that Government proposed to take to ensure that this administrative reform, as yet only projected, should be in conformity with the principles of the mandate, and, in particular, that its application should not involve any infringement of the individuality of the territory and of its financial autonomy.

5. *Islands under Japanese Mandate.*

The accredited representative of the Mandatory stated that the sums spent on the equipment of the ports in certain islands under mandate was for purely civil and commercial purposes. Nevertheless, it appeared to the Commission that the amount of this expenditure was somewhat disproportionate to the volume of commercial activity. The Commission would be glad to find further particulars on this subject in the next report.

6. *Western Samoa.*

The Commission, with the aid of the accredited representative, considered at length the political situation in the territory. It learned with regret that further domestic difficulties had arisen in Samoa during the year 1933-34, necessitating the arrest of numerous native chiefs and the imposition of severe sentences. It desired to learn how far the Administration had been able to secure the co-operation of the native Fono in its capacity of advisory body.

7. *South West Africa.*

It had been brought to the Commission's notice that the Legislative Assembly of South West Africa had adopted a motion aiming at the constitution of the territory into "a fifth province of the Union, subject to the provisions of the mandate".

On being questioned as to the attitude of the Union Government towards this proposal, the importance of which is obvious, the accredited representative replied that on the occasion of the examination of the next report he would supply the information requested, which related to an event that occurred after the close of the 1933 administrative period.

The Commission, in its turn, reserved its opinion as to the compatibility of the course proposed by the Legislative Assembly with the mandates system, until it should have been informed in due time of the point of view adopted by the mandatory Government in this connection, and been acquainted with all the factors of the problem.

Greatly concerned by the serious financial situation, the Commission hoped that it may be possible for the mandatory Power to assist the territory by grants-in-aid, without increasing the public debt. It noted the statement of the accredited representative that the ultimate responsibility for expenditure in the territory rested with the mandatory Power, which must meet any deficit in the budget of the territory.

The Commission expressed the hope that the mandatory Power would endeavour to develop the medical service among

the natives ; in certain parts of the territory, this is now left entirely to the missions.

8. *Other Territories.*

As regards the other mandated territories — Cameroons and Togoland under British mandate, Ruanda-Urundi under Belgian mandate, New Guinea under Australian mandate (annual report for 1932-33), and Nauru under British Empire mandate exercised by Australia — the Commission took note of the work carried out by the mandatory Powers and asked for further information and explanations on certain details of their administration.

Condition of Native Women in Africa.

The Commission noted the observations and recommendations of various missionary and philanthropic bodies on this important subject. It observed that the Administrations of territories under B mandate were giving special attention to the problem.

II. — SPECIAL QUESTIONS.

Demarcation of the Frontier between Syria and Palestine (Western Section).

On February 15th, the Governments of France and Great Britain asked the Council to approve the provisions of an agreement concerning the frontier between Syria and the Lebanon and Palestine. The object of this agreement, concluded on March 7th, 1923, was to define the western section of the frontier as laid down in the Franco-British Convention of December 23rd, 1920, between the territories once belonging to the former Turkish Empire and now under mandates held by the United Kingdom and France.

The eastern section of the line defined in the Convention — the frontier between Iraq and Syria — was definitely fixed by a decision of the Council on November 25th, 1932.

The section of the frontier running between Syria, the Djebel Druse and Trans-Jordan (central section) was made

the subject of a Franco-British Agreement on October 31st, 1931, which was approved by the Council on January 30th, 1932.

On that occasion, the representatives of the United Kingdom and France intimated their intention of examining the reasons for which the agreement of March 7th, 1923, laying down the western section of the frontier between the mandated territories, had not been submitted to the Council for approval.

In their joint letter of February 15th, 1934, the Governments of France and the United Kingdom pointed out that, in refraining at the time from asking the Council's approval regarding the western section of the frontier between the territories under their mandate, they had not disregarded any essential treaty provision. They added that, being anxious to take account of the observations made by the Mandates Commission and by the Council itself, they submitted the agreement of March 7th, 1923, for the approval of the Council, while reserving their views as to the legal aspect which, in their opinion, might form a matter for controversy.

The Rapporteur, the representative for Czechoslovakia, pointed out that the agreement was already ten years old and that no objection had been made to it by any of the population concerned, or by third States or Members of the Council. It also appeared that its application had given rise to no criticism on the part of the Mandates Commission.

On his proposal, the Council decided, on May 14th, to accede to the request of the Governments of France and Great Britain and to examine, with a view to approval, the Franco-British Agreement of March 1923. It consequently asked the Mandates Commission to give as soon as possible its opinion, from the point of view of the execution of the mandates, on the frontier-line laid down in that agreement.

The Commission took note of the information submitted to it and observed that the agreement delimited, with slight changes, the western section of the frontier-line defined by the Convention of December 23rd, 1920. During the eleven years which had elapsed since the coming into force of this agreement, the Commission had had no occasion to note any disadvantages in the present frontier-line, as far as the

administration of the mandated territories or the interests of the local populations were concerned.

The Commission accordingly informed the Council that the line fixed by the Franco-British Agreement did not call for any special observation on its part.

III. — PETITIONS.

The Commission considered a number of petitions concerning the administrations of Syria and the Lebanon, Palestine, Togoland (French mandate), Togoland (British mandate), Tanganyika, South West Africa, and the islands under Japanese mandate.

On most of these, the Commission had no recommendations to submit to the Council. But, in the case of three of them, it made certain remarks. With regard to the question of discrimination to the detriment of the Rabbinical courts, referred to in the memoranda from the Executive of the General Council (Vaad Leumi) of the Jewish Community of Palestine, from the Chief Rabbinate of Palestine, and from the "Central Agudath Israel", the Commission noted that there did in fact exist a statute of the Moslem courts which was without equivalent for the religious courts of the other religions, and admitted that it was not in a position to suggest any specific reform which would put an end to this inequality. But it expressed the hope that the mandatory Power would be able to find appropriate means of providing, if not a formal degree of equality, at least some parallel treatment in finance.

Concerning the situation of the Council Waad Adath Ashkenazim of Jerusalem as a separate religious community, the Commission noted that the petitioners enjoyed complete religious liberty and that there was nothing to prevent the immigration for religious purposes of Jews whose maintenance they would provide for, and recognised the undesirability, and even the impossibility, of the establishment, as communities which are autonomous from the administrative point of view, of all religious groups desiring separate official representation with the mandatory Power.

In the matter of the petition from M. Réchid Mélouhi, Secretary of the " Committee for the Defence of Parliamentary Institutions in Syria ", the Commission hoped to find in the next report that the situation had permitted the resumption of the regular exercise of legislative power by Parliament, more particularly in regard to budgetary measures.

CHAPTER VIII

ECONOMIC AND FINANCIAL WORK

I. Work of the Economic Committee. — II. Enquiry into Compensation and Clearing Agreements. — III. Veterinary Questions. — IV. Work of the Financial Committee. — V. Committee of Statistical Experts. — VI. Economic Intelligence Service.

During 1933, the industrial output of the world as a whole was some 12 to 13 per cent greater than in 1932. This recovery continued in most countries in 1934. But, as a general rule, the improvement was confined to industries working for home markets. The value of world trade continued to decline, and there was only a slight increase in the quantum of goods entering into international trade. Economic and financial relations between many countries remained strained and the foreign exchange markets were apprehensive of further disorganisation. Each country made experiments on its own behalf, and tried to defend itself against the experiments of others.

In examining the international economic situation, the Assembly expressed the opinion that no country could pursue a successful economic policy without taking into account the policies of other countries. There were differences of views among delegates on certain subjects, such as currency stability, abolition of exchange control, and revision of the quota policy. But the Assembly was unanimous in feeling that, if the policy of combating the effects of the general depression by an ever-growing number of autonomous economic or financial measures taken by individual countries was not checked or canalised, international economic relations would be further

seriously imperilled. Consequently, it felt that the League should continue to investigate the possibilities of common action in the field of economic relations.

I. — WORK OF THE ECONOMIC COMMITTEE.

In 1934, the Economic Committee held only one session — in July. After an exchange of views on the general international economic situation, it decided to place on its agenda the question of tourist traffic, considered as an international economic factor. Special studies would be undertaken on the following points : (1) improvement and standardisation of the methods employed for the compilation of tourist statistics ; (2) elimination of unnecessary or excessive formalities hindering the development of tourist traffic ; (3) study of joint tourist programmes between certain countries.

The Economic Committee also reviewed the progress made with certain subjects which the London Monetary and Economic Conference had recommended for further study ; in particular, a draft veterinary Convention, Customs questions and the organisation of production and sale in certain countries.

As regards sugar, the Committee was informed of the result of a conference held in London last March, at which those States were represented whose industries were parties to the International Sugar Agreement of 1931 (Chadbourne Agreement) : Belgium, United Kingdom, Cuba, Czechoslovakia, Hungary, Netherlands Indies, Peru, Poland, Yugoslavia and the United States of America. This meeting held that there was not sufficient prospect of an agreement amongst the parties to the Chadbourne plan to make it worth while to summon a more general conference.

II. — COMPENSATION AND CLEARING AGREEMENTS.

The Assembly decided, on the proposal of the French delegation, to proceed to a study of the questions connected with so-called compensation and clearing agreements.

It was resolved that this study should include the causes, scope, methods and results of these agreements, an examination of agreements concluded and of the working of the organisations set up to provide for their execution. Adequate consideration should be given, not only to the European aspect of the question, but also to the effects on overseas countries and on the relations between the latter and Europe.

A Mixed Committee of Members of the Economic and Financial Committees of the League that is to deal with the subject held its first meeting in October under the Chairmanship of M. Pospisil, former Governor of the National Bank of Czechoslovakia.

It became clear during the discussion that there were two distinct classes of such agreements : (1) those for the establishment of a strict balance of commercial and other exchanges, or of compensation between various items in the balance of accounts between contracting parties ; (2) those for the payment of debts arising out of exchanges of goods between contracting parties. The Committee took the view that the enquiry should begin with the second class of agreements, but that the influence of clearing agreements on the development of commercial exchanges should also be investigated. The scope of the enquiry should include the results of experience of compensation and clearing agreements in the following countries : Argentine, Austria, Belgium, Brazil, United Kingdom, Bulgaria, Chile, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Latvia, Netherlands, Norway, Poland, Roumania, Sweden, Switzerland, Turkey and Yugoslavia.

III. — VETERINARY QUESTIONS.

A meeting of Government delegates, summoned at the request of the Bureau of the Monetary and Economic Conference to consider three proposed Conventions drafted by the Economic Committee,¹ was held in October. The proposals

¹ See *The League from Year to Year, 1933*, page 101.

related to : (1) the campaign against contagious diseases in animals ; (2) the transit of animals, meat and other animal products ; (3) the export and import of animal products other than meat, meat preparations, fresh animal products, milk and milk derivatives.

The delegates made a revised draft of the Conventions, and expressed their assurance that, in their new form, they would facilitate international exchanges and would be a sufficient safeguard to health ; they therefore agreed to recommend their respective Governments to adopt the drafts.

IV. — WORK OF THE FINANCIAL COMMITTEE.

During the year, the Financial Committee has had to deal mainly with the questions of Austrian, Hungarian and Bulgarian finance. It has, from time to time, considered the situation in these three countries, with the help of representatives from the Governments and the Central Banks, and of the League representatives residing in the countries concerned and the advisers to the Banks. The Committee has also watched developments in other European countries in whose financial restoration it formerly took a part. It also gave opinions to the Council on certain questions referred to it, in particular on financial matters connected with the Saar Plebiscite.

As regards *Austria*, the Financial Committee emphasised the capacity for recovery shown by the country in the face of the world crisis. The stability of the currency had not been affected, the reserve of the National Bank had continued to grow and the increase in savings deposits had persisted. Austria's credit was also strengthened by the fact that the sums necessary for the service of State loans had been regularly transferred.

The total value of her foreign trade had risen somewhat and the balance of trade was steadily improving. On the other hand, the budget and Treasury situation appeared in a less favourable light, political disturbances having inevitably affected public finances. However, the deficit of the ordinary budget for 1934 was only about 105 million schillings.

At the same time, it has been possible to convert all the *tranches* of the Austrian Government Guaranteed Loan, issued in 1923 on the basis of the protocol of 1922, except the Spanish *tranche*. The saving to the budget is estimated at about 60 million schillings per year during the next three years. In addition to this economy, the conversion will enable certain reserve funds held by the trustees of the 1923 loan to be liberated. In accordance with the wish expressed by the Committee of States guarantors of the 1923 loan, which Committee had authorised the conversion, the Financial Committee recommended the Council — and the Council agreed — to undertake the appointment of trustees for the Conversion Loan.

In *Bulgaria*, the Committee noted that the result of the financial year 1933 to 1934, which closed on June 30th, 1934, showed considerable improvement. Total expenditure had diminished by 5 per cent. The budgetary deficit was lower than in previous years. But the Committee considered that, to avoid any further deficit, determined efforts must still be made to carry out the programme of economy, to increase the revenue and to avoid any fresh expenditure. As regards foreign trade, the Committee observed that the balance of exports and imports, which had been favourable in 1933, was tending in the contrary direction. This seemed due to the working of clearing and compensation agreements, which involved Bulgaria in an artificial increase of imports as compared with exports.

The Committee noted, not without anxiety, certain aspects of the Bulgarian Government's financial and economic programme which would involve an increase of State activity in the economic field and diminish the part played by private initiative.

During the last two months of the year, the League's technical services, at the Bulgarian Government's request, made a further enquiry into the economic and financial position of the country, prior to negotiations with representatives of holders of Government loans.

On the proposal of the Financial Committee, the Council appointed M. Cheysson (French) League Commissioner in Bulgaria, to replace M. Watteau, who had resigned.

In *Hungary*, the improvement that had been noticeable in public finance since the summer of 1933 continued, on the whole. The deficit for the year ending June 30th was 38 million pengö, in place of 88 millions the previous year. But the floating debt is still growing. The Financial Committee therefore held that the authorities must neglect no step to keep expenditure within the strictest possible limits. As regards the general economic situation of the country, the improvement noticed in 1933 had not continued, the wheat harvest having been almost 30 per cent less than in the previous year. Foreign trade slackened during the last months, especially owing to more and more complicated regulations. The problem of supplying the National Bank with free foreign currency is still causing difficulty.

V. — COMMITTEE OF STATISTICAL EXPERTS.

The Committee of Experts set up in virtue of the International Convention relating to Economic Statistics (1928) held its third session in April, in continuation of that held at the end of 1933.¹

The Committee prepared a list of thirty-five basic commodities in respect of which Governments should record their foreign trade by country of origin. This list, with the necessary instructions, was sent to Governments to enable them to draw up their import statistics as from January 1st, 1935.

VI. — ECONOMIC INTELLIGENCE SERVICE.

The League's Economic Intelligence Service has continued, as in previous years, to collect and publish information on world economic and financial activity. The *World Economic Survey* gives, in a brief compass, a description of events during 1933 and the first half of 1934. In August, the Service published new editions of its *Statistical Year-Book*, the *Review of World Trade*, *International Trade Statistics*, the

¹ See *The League from Year to Year, 1933*, pages 103 and 104.



Balance of Payments, and *World Production and Prices*, and also a volume on *Commercial Banks from 1925 to 1933*. It has also continued its *Monthly Bulletin of Statistics*, with the assistance of Governments, which have regularly supplied by telegraph the necessary data.

CHAPTER IX

COMMUNICATIONS AND TRANSIT ORGANISATION

I. Legal Questions: (1) Petitions; (2) Legal and Administrative Regime of Frontier Railway Stations and Junctions. — II. Questions mainly economic: Public Works. — III. Technical Questions: (1) Road Traffic: (a) Signals at Level Crossings, (b) Enquiries into Road Traffic Accidents and their Causes, the Physical Qualifications of Motor-drivers and the Conditions of Issue and Withdrawal of Motor-drivers' Licences; (2) Unification of Coastal Buoyage; (3) Tonnage Measurement; (4) Co-operation with China; (5) Pollution of the Sea by Petrol Oils; (6) Customs Exemption for Liquid Fuel; (7) League Wireless Station.

The Communications and Transit Organisation during 1934 has dealt with questions of international law on communications and also with economic and specifically technical questions.

The first of these groups includes the work done by the Organisation to facilitate the settlement of disputes concerning the reorganisation of various railways in execution of certain articles of the treaties of peace.

On questions which may be regarded as mainly economic, the Organisation has refrained, at the present juncture, from engaging in discussions which could lead to no result, except within the wider framework of a discussion of the whole body of the present economic difficulties.

It has, on the other hand, attempted to collect general information on certain such problems, for the use of Governments, to promote the resumption of international discussions when the situation permits.

As regards technical questions, the task of the Organisation consists in facilitating the framing of international regulations on various communications questions and in placing its

technical advice at the disposal of Governments that may desire such co-operation.

* * *

I. — LEGAL QUESTIONS.

1. *Petitions.*

The Communications and Transit Organisation has had to deal with certain legal questions arising out of the peace treaties and concerning the reorganisation of certain railways. These questions included petitions from the Zeltweg-Wolfsberg and Unterdrauburg-Woellan Railway Company, the Barcs-Pakrac Railway Company, the Torontal Local Railway, the Radkersburg-Luttenberg Railway and the Noskovci-Slatina-Nasice Local Railway.

The arbitrators appointed by the Council on May 26th and 30th, 1933, to decide on the claim by the Zeltweg-Wolfsberg and Unterdrauburg-Woellan Railway, of Vienna, gave their award on May 12th, 1934.

Those nominated by the Council's resolution of January 17th, 1934, to deal with the claim of the Barcs-Pakrac Railway, of Budapest, rendered a decision on the merits on October 5th, 1934.

On the application of the Radkersburg-Luttenberg Railway, the Council decided, on May 15th, 1934, that consideration of the company's claim should be postponed until the next session, in order to enable a friendly settlement to be reached.

The case of the Torontal Local Railway, in which the appointment of an arbitrator had also been asked for, was withdrawn from the Council's agenda, negotiations having been entered into between the parties as the result of a suggestion of the Transit Organisation's special Committee of Experts.

As regards the reorganisation of the Noskovci-Slatina-Nasice Local Railway, the Council, at its seventy-sixth session (September 1933), asked the Communications and Transit Organisation to furnish a report with full information,

to enable the Council to take a decision. After looking into the case, the Committee of Experts considered that the matter might still be settled amicably. Accordingly, the parties were allowed time to reach an agreement.

2. *Legal and Administrative Regime of Frontier Railway Stations and Junctions.*

The Advisory and Technical Committee referred this matter to its Permanent Committee on Railway Transport, which, at a small meeting held from December 18th to 20th, 1934, made a preliminary investigation and adopted in first reading certain fundamental principles, which will be taken up again at a subsequent session.

II. — QUESTIONS MAINLY ECONOMIC.

Public Works.

The Communications and Transit Organisations Committee of Enquiry on Questions relating to Public Works and National Technical Equipment submitted a report, with conclusions, to the London Monetary and Economic Conference.

The Conference, being unable to consider the subject in detail, recommended that a sub-committee should be constituted to make a further examination of the problem, from its economic, social and financial aspects.

The League Assembly adopted a report urging that the proposed sub-committee should be summoned as soon as possible. It further instructed the Secretary-General to ascertain from Governments what measures they had taken or were proposing to take in regard to public works, and what economic and social results they had obtained or expected to obtain.

The Secretary-General, acting on these instructions, invited Governments to communicate to him, by August 15th, 1934, certain information in response to a questionnaire.

Governments were asked to give a brief description of the main public works undertaken since the beginning of the year 1929, and either completed or in course of execution or in preparation. They were requested to indicate the principal administrative methods followed or contemplated in the execution of their public works, and any legal provisions relating thereto; also the principal methods employed for their financing, and the allocation of expenditure as between (a) materials and equipment provided by national or foreign industries and (b) wages and miscellaneous social services. Finally, the views of the Governments were invited as to the effect on the resumption of economic and industrial activity and on unemployment that had been obtained or was to be expected.

The public works in regard to which information was invited included the following categories : Roads and bridges ; railway lines, including tramways and metropolitan railways ; agricultural land reclamation (including drainage, irrigation, construction of dwelling-houses and buildings, establishment of new settlements and country roads) ; canals and inland waterways ; land improvement work, the bringing of new land under cultivation and afforestation ; the provision of drinking-water supplies and sewage disposal ; works carried out in sea and river ports, including their mechanical equipment ; work for the establishment of air ports ; building and construction work forming part of a general plan and carried out with the participation or approval of public authorities ; electric installations, hydro-electric and heating power centres and motive power transmission ; gas-works and long-distance gas supply ; telegraph and telephone installations and wireless and broadcasting stations.

The replies of the following Governments have been received : South Africa, Australia, Austria, Belgium, United Kingdom of Great Britain and Northern Ireland, Bulgaria, Canada, Chile, Czechoslovakia, Denmark, Estonia, Ethiopia, Finland, France, Greece, Haiti, Hungary, Iraq, Italy, Latvia, Lithuania, Luxemburg, Netherlands, New Zealand, Nicaragua, Norway, Portugal, Salvador, Sweden, Switzerland, Turkey, United States of America, and Yugoslavia. Some of the

replies give very complete information. Those received before November 1st, 1934, have already been collected in a printed document, to which the others will be published as an addendum.

III. — TECHNICAL QUESTIONS.

1. *Road Traffic.*

(a) *Signals at Level Crossings.* — The Permanent Committee on Road Traffic in May 1933 recommended that this problem should be examined by a special Committee of Experts. This Committee met in January and in August 1934. It limited its enquiry to the international unification of the systems of signalling adopted in various countries for the protection and regulation of road traffic at level crossings, without going into the question whether it was possible or desirable in each case to use any particular system. The Committee considered that level crossings could be divided into three categories : (a) those with gates ; (b) those without gates but with automatic signals, and (c) those without gates and without automatic signals.

After examining the road signalling systems of various countries in Europe and of the United States of America and Canada, the Committee reached certain conclusions as regards each type of crossing, and drew up detailed provisions which, in its view, should be internationally adopted.

These regulations were drafted with particular reference to general railways. Similar signs should be used in the case of local railways and tramways, but certain simplifications may, as an exceptional measure, be applied to them by the Governments concerned.

The Special Committee also made recommendations with a view to introducing certain improvements at level crossings. It expressed the desire that level crossings should, as far as possible, be abolished and replaced by bridges or tunnels, and that special measures should be adopted to ensure safety in foggy weather.

(b) *Enquiries into Road Traffic Accidents and their Causes, the Physical Qualifications of Motor-drivers and the Conditions of Issue and Withdrawal of Motor-drivers' Licences.*

— After considering a number of complaints from motor-drivers, forwarded by the International Federation of Transport Workers, the Permanent Committee decided to investigate the above questions. The results of the enquiry, which related to the regulations existing in various countries, will be considered by the Permanent Committee in the spring of 1935.

2. *Unification of Coastal Buoyage.*

The draft regulations and agreement for a uniform system of buoyage, drawn up by the Transit Organisation, were forwarded to Governments of maritime countries. Most of the replies are favourable to the proposed agreement; they will shortly be considered by the Advisory and Technical Committee, which will decide as to the means by which a final solution may be reached.

3. *Tonnage Measurement.*

Proposed regulations on tonnage measurement were forwarded to Governments, which have sent their remarks to the Secretary-General, both on the merits of the proposal and on details. At the request of the Advisory and Technical Committee, the Chairman and Rapporteur of the Technical Committee, who had prepared the draft, have considered the remarks of Governments and submitted a report with their comments to the former Committee, which, at its next session, will decide what further steps should be taken.

4. *Co-operation with China.*

Technical co-operation between the Transit Organisation and the Chinese Government, with a view to the execution of water conservancy and road construction works, continued actively in 1934. (See also Chapter XIII: "Technical Co-operation between the League of Nations and China".)

5. *Pollution of the Sea by Petrol Oils.*

A further question affecting the international regulation of maritime transport was submitted to the Communications and Transit Organisation at the request of the United Kingdom Government — namely, the pollution of the sea by petrol oil. The communication received from the United Kingdom Government pointed out that the pollution of the sea owing to the discharge of oil and oily water was increasing. A draft Convention was adopted by an International Conference held at Washington in 1926, but, since then, no agreement based on the conclusions of that Conference had been reached. It had been represented to the United Kingdom Government that certain evidence had accumulated in the last eight years which might alter the views expressed during the Conference, and which, in any case, deserved further international consideration. The Transit Organisation convened experts from the various countries concerned to study the problem more closely, and, as an outcome, it submitted a memorandum to the Council, recommending that an international convention be concluded on the subject. This memorandum will be considered by the Council in January 1935.

6. *Customs Exemption for Liquid Fuel.*

The Advisory and Technical Committee was instructed by the Council to go into the question of Customs exemption for liquid fuel used by motor vehicles crossing frontiers. This matter had been raised in the Commission of Enquiry for European Union. On the basis of information obtained by the Secretariat from Governments, the Advisory Committee, at its last session, decided to adjourn the question, as the present moment did not seem opportune for carrying it further. It was, however, agreed that the Chairman of the Committee might take such further steps as he thought fit.

On the subject of Customs exemption for fuel used by aircraft, recent discussions by certain international bodies give the impression that an international agreement might perhaps be reached.

The Chairman of the Advisory and Technical Committee therefore thought that information as to the intentions of

European Governments on the subject should be obtained before the question of reaching such an agreement was further considered. At his suggestion, the Secretary-General of the League therefore sent a Circular Letter to those Governments, asking them if they were disposed to join in an agreement, on the basis of the latest proposals drafted by the international bodies referred to.

The replies of Governments are now coming into the Secretariat and, as a result of these, the Transit Committee will consider at its next session what further steps should be taken.

7. *League Wireless Station.*

The traffic statistics of the station show considerable increases in the number of official and Press telegrams exchanged during the period of the Sino-Japanese dispute from November 1932 to March 1933. Whereas, however, a large number of Press telegrams were sent from Geneva, the number of telegrams received was comparatively insignificant. Press correspondents use Geneva as a centre for disseminating news, but that town is not regarded as a centre for its reception. Private traffic, which is almost independent of events at Geneva, shows a slow but regular increase, and at present covers from 50 to 60 per cent of the total working costs.

The traffic with the Far East is mainly for State account during periods of international activity, though commercial traffic is progressively developing. This is equally true of communication with Buenos Aires, whereas that with Rio de Janeiro is mainly private — a situation explained by the fact that Brazil is not a Member of the League.

The private traffic for all countries consists almost wholly in exchanges of telegrams at half rates, following an urgent telegram despatched at normal rates; and also of letter-telegrams sent at a special low tariff. This circumstance is due to the present economic situation, which induces firms to make an extensive use of the less costly means of transmission.

The accounts for the financial period 1932 and 1933 show that, in normal times, when there is no special activity at

Geneva, from 60 to 70 per cent of the working costs can be covered by receipts. In 1932, the total receipts amounted to 348,513.81 Swiss francs, as compared with a total expenditure of 321,819.01 Swiss francs. In 1933, receipts were 376,525.65 Swiss francs and expenditure 388,469.74 Swiss francs.

CHAPTER X

HEALTH ORGANISATION

- I. Permanent Work and Services. — II. Permanent Technical Commissions. —
III. Expert Enquiries. — IV. Technical Co-operation with Certain Governments:
(1) China; (2) Greece; (3) Czechoslovakia.

In 1934, the Health Committee has been active in many fields, as indeed has been required by the variety and extent of the ground which it covers. Its real aim has, however, been to concentrate its efforts on the problems rendered essential by the persistence of the economic depression, or by the progress of research work which it has undertaken.

But, while concentrating on these subjects, it could not abandon services that are of general interest and thus necessarily permanent; epidemiological and public health information services, etc.

Besides the investigations now proceeding on the ill-effects of the economic depression on health, and the means of remedying them, it may be specially mentioned that, in 1934, enquiries were concluded on the treatment of syphilis, the efficacy of totaquina in cases of malaria and the standardisation of various vitamins and sera. As regards practical and immediate results, we may mention the success of the first International Congress on Malariology in the East, held at Singapore in May and June, and also the opening of the International Centre for Leprosy Research, founded under the auspices of the League at Rio de Janeiro on April 21st.

* * *

I. — PERMANENT WORK AND SERVICES.

The oldest established of these is the Epidemiological Information Service which, at its centre in Geneva and its annex in Singapore, collects information on the appearance and development of epidemics throughout the world.

This service is undoubtedly of immediate value, in the ports of the East especially, where there are likely to be epidemics of smallpox, plague and cholera. The Singapore Office now collects telegraphic information each week from more than 180 Eastern and Far-Eastern ports in an epidemiological bulletin, which is at once reproduced in code and in clear, on long and short wavelengths, by ten wireless stations which bring it to the knowledge of ships at sea as well as of the health administrations. Thus, the necessary steps may be taken to prevent the transmission of serious epidemics from countries where they prevail to those that are unaffected.

The *Weekly Epidemiological Record*, published on Thursdays at Geneva, gives the latest information concerning the whole world in the form of tables showing the health situation in eastern and in most Indian ports for the week ending the previous Sunday.

The *Fortnightly Epidemiological Reports* do not contain urgent information like the weekly records, but enable demographic movements and the trend of infectious diseases to be followed in the large towns of the five parts of the world, and in almost all countries and territories that have a health service and possess the necessary data. More than 72 per cent of the world population is covered by the statistics in these periodicals.

There is also an annual *Epidemiological Report*, containing the figures revised by competent national and local authorities, and providing a most valuable record for the study of public health and epidemiology.

The *Health Information Service* supplies health authorities on request with details as to health legislation and administrative or technical practice in various countries.

A somewhat similar assistance is rendered to national biological control services and to the pharmaceutical industry by the institutes which hold the delicate standards of certain sera and other medicines and biological products. These international standards are fixed with minute accuracy by the Commission on Biological Standardisation of the Health Organisation and entrusted to scientific institutes to safeguard them and to distribute them on behalf of the Organisation.

The Opium Committee of the Health Committee does similar work to that of these permanent services. To that Committee, Governments apply for information as to whether a particular chemical or medicine must be dealt with under the international Conventions for the repression of the traffic in and limitation of production of narcotics. In 1934, for instance, the Egyptian Government asked whether certain preparations of Indian hemp and mixtures of atropine and morphine and of atropine and eucodal should not be placed under restrictions as provided by the 1925 Convention.

As a help to national and international bodies which have to check drug abuses, experts of the Opium Committee adopted in 1933 a standard method for determining the morphine contained in samples of opium. In 1934, experts at Copenhagen, Leyden, London, Paris, Philadelphia, Tokio, Vienna and Zurich were engaged in preparing a similar method of estimating the cocaine contained in coca leaves.

It may also be noted in regard to narcotics that steps have been taken to obtain through the Eastern Bureau of the Health Section at Singapore details of the methods of treating drug addicts in the Far East.

The part played by the Health Organisation in regard to the drug problem during the last twelve years has been summed up in an article published in the *Quarterly Bulletin*.¹

¹ *Quarterly Bulletin of the Health Organisation*, III, No. 1, pages 49 to 71, March 1934.

II. — PERMANENT TECHNICAL COMMISSIONS.

Side by side with the permanent services, there are naturally certain technical commissions whose work is of great medical and social importance to many countries.

There is the Malaria Commission, which was set up to check the spread of this disease as an epidemic which immediately followed the great war. Besides giving Governments valuable advice in the campaign against malaria, it has placed at their disposal a medicine rendering the same service as quinine, and at low cost. After years of research on the therapeutic efficacy of certain alkaloids of cinchona, the Malaria Commission selected "totaquina", a total alkaloid mixture of the two sorts of cinchona that are capable of cultivation in most tropical countries. Experiments on the comparative efficacy of totaquina and quinine were made in 1933 and 1934 in certain hospitals in Algeria, Bulgaria, China, Federated Malay States, France, Italy, Morocco, Roumania and Spain. Results show that totaquina fulfils the required conditions.

Researches were also made in England and Roumania as to the effectiveness of synthetic medicines like plasmoquin and atebrin.

Observations during recent years have led to a subdivision of the species of anopheles that is the most frequent carrier of malaria in Europe, the *A. maculipennis*, into several varieties. It is possible that further research may clear up many other mysteries in regard to the epidemiology of malaria. It was for this reason that the Malaria Commission had the point investigated, and researches were made on suitable ground in 1933 in Roumania. There was a meeting of malariologists and entomologists in Rome in August 1934, which published a note¹ giving the different characteristics of various sorts of *A. maculipennis*, their geographical distribution and the part played by them in the transmission of malaria.

¹ Quarterly Bulletin of the Health Organisation, III, No. 4, pages 654 to 661, December 1934.

The Commission found that the lack of qualified personnel was one of the greatest difficulties in the malaria campaign in various countries. It therefore organised courses in malariology for public health officers in Hamburg, London, Paris and, subsequently, Rome. In 1934, these courses were, as regards Europe, held only in Rome, where the experiments could be made in the immediate neighbourhood, and where there was thus an economy in time and money for students and a better co-ordination of the theoretical and practical instruction given. Professors from various countries took part in the teaching and the courses had a truly international character.

In May and June, the first international course in malariology for doctors in the Far East was given at Singapore. The practical work was done in the Straits Settlements, the Netherlands Indies and French Indo-China. The health administrations of these countries, whose experts helped in the instruction, largely contributed to the success of the course. The organisation was in the hands of the Eastern Bureau.

We have already referred to the supply of standards of remedies and biological products; these have been produced after long research by members of the Permanent Commission on Biological Standards.

At its meeting in August 1934, in Copenhagen, the Commission was able to fix the standards of five new sera, including anti-gangrene and anti-pneumococcus serum, with the help of researches jointly carried out in Copenhagen, London, Paris, Toronto and Washington.

The growth of our knowledge of vitamins has caused the Commission to devote its attention to these. In 1931, the first International Conference on the Standardisation of Vitamins adopted a series of vitamin standards. Since then, progress has been rapid, and a second Conference met in London in June 1934 and, in several cases, replaced the original empirical standard by its equivalent in pure crystallised vitamin. This simplification is of practical and theoretical value, and does not imply any change in the "standards" adopted in 1931, which have proved satisfactory and have widely been made use of in many countries.

It may be foreseen that a Government conference will shortly be held, at which countries will be represented by the directors of their biological control institutes to approve the result of the last twelve years of work by the Standardisation Commission.

The year 1934 witnessed the conclusion of an enquiry, begun in 1930, into the immediate and remote results of the various methods of treatment of syphilis used in the chief venereal disease hospitals in the world. A uniform set of case records, giving full details of the treatment of more than 25,000 cases, has been prepared in 29 such hospitals in the United Kingdom, 1 in China, 10 in Denmark, 17 in France, 20 in Germany and 17 in the United States of America. These have been compared, verified and submitted to critical analysis. The report was approved by the experts in November and will be published in the *Quarterly Bulletin*. Without going into details, we may say that it clearly shows the superiority of continuous treatment as compared with intermittent treatment or that carried out at intervals.

A similar investigation was made this year for the fifth time into the methods of anti-rabies vaccination; their efficacy and the rarity of any untoward effects were considered, with the aid of data from more than 716,000 cases of persons who had been treated for bites during the past five years. Such statistics make it possible to eliminate the co-efficient of error arising from the varied nature of the animal inflicting the bite, the race to which the sufferer belongs, the rapidity with which treatment is sought, etc.

As regards the radiological treatment of cancer, the same system of statistical analysis of formulæ for treatment is employed; these are compared by experts and distributed and employed in a series of radiological institutes in various countries; and thus the results of different methods are judged.

Such a comparison is essential, in view of the success that has attended this treatment and of its danger in inexperienced hands.

It was in 1929 that the Health Committee first made attempts to collect really comparable data. It then proposed,

on the advice of experts, that there should be a classification of the various stages of cancer of the uterus, and that a model case record should be adopted for recording details of each case treated. Five years was adopted as the minimum period of observation of cases, to enable the results of the treatment to be appreciated. The case records have been distributed in English, French and German to cancer hospitals in twenty-two countries, and a certain number of these have been using them systematically since 1930.

This year more than 5,000 cards from institutes and clinics in Czechoslovakia, United Kingdom, France, India, Italy, Netherlands and Sweden have been sent in, and the first stage of the enquiry will be completed in 1936.

In July, during the International Congress on Radiology at Zurich, experts met and considered the results so far attained and decided on the measures necessary to complete the enquiry.

The Health Committee has since 1926 been investigating the causes and prevention of infant mortality, and work has been going forward on uniform lines in about ten countries of Europe and America.

In 1934, a comprehensive study of the evolution of infant mortality during recent years and also during the nineteenth century was published; the problem was looked at from the demographic and social aspect, from which it should not be separated.¹

III. — EXPERT ENQUIRIES.

Beside the collective and prolonged enquiries of general and permanent interest, there have been various technical investigations of problems to meet the needs of the moment in a group of countries or in most countries.

Here must be placed the enquiry into the effects of the world economic depression, for the purpose of determining

¹ *Quarterly Bulletin of the Health Organisation*, III, No. 4, pages 531 to 612, December 1934.

whether this depression has an effect on the health of peoples and how this could be prevented.

Although the general statistics of countries and even of large towns severely hit by unemployment do not show any general increase in infant mortality or in tuberculosis, it still remains to be considered whether the health of the unemployed and their families is not affected by privation.

Food being the most important element in health, attention was specially directed to that of the unemployed. A Conference of Experts, which met in Berlin in December 1932, recommended that, parallel with the social enquiries, clinical investigations by simple and expeditious methods prescribed by the Conference¹ should be carried out.

These investigations have since gone on in several countries, their main purpose being to compare the state of nutrition of families affected by total or partial unemployment with that of groups of the population in normal work.

In Austria, 2,729 individuals belonging to 558 families appearing on the registers of relief centres of the city of Vienna were examined by the Social Welfare Department.

In Poland, the enquiry was carried out by the Nutrition Department of the State School of Health, and related to 750 families of the suburbs of Warsaw and to 1,000 school-children taken in equal numbers from families of the unemployed and the employed.

In the Netherlands, the general impression gained from the examination of fifty families of unemployed and nineteen families of employed persons at The Hague was that there was no marked difference in the health of these two groups.

In Belgium, the enquiry by the Solvay Institute has so far been concerned with seventeen families in Hamme, twenty-five in Brussels and fifty-five in Charleroi. The general impression is as follows: Although the hardship is great in many families affected by unemployment, malnutrition is not so serious as to denote really grave physical impairment.

In the United States of America, the head of the Federal Public Health Service has given the Health Committee the

¹ *Quarterly Bulletin of the Health Organisation*, II, No. 1, pages 116 to 129, March 1933.

statistics of an enquiry covering ten towns and some 12,000 families ; it was completed by a close examination of the state of nutrition of 406 schoolchildren in Pittsburgh and 508 in New York. These enquiries seem to show that, amongst the children, the percentage of cases of malnutrition is higher in the group of families whose annual income per head was considerably reduced between 1929 and 1932, rather than in families whose income did not change during those four years.

In Hungary, the Minister of the Interior proposes that the state of nutrition and health of the members of a thousand families in country districts shall be examined.

Budgetary difficulties in various States threatened to have serious effects on the health services and also on public health. A Conference of Experts therefore met in 1933 to decide on the best methods of preserving public health in times of depression.¹

To obtain the same result at less cost has necessarily become the aim of health administrations and of private charitable institutions, as well as of individuals. On this subject, we refer to an article published on " Diet in relation to Small Incomes ".²

Economic re-organisation has been found necessary in other fields also. A revision of the method of supply of medicines to sick persons was essential. The depression made it imperative that the burden of medical and pharmaceutical quackery on the sick should be lightened. A study of this question has therefore been begun and a first report published³ on the Art of Healing and Sale of Remedies in France.

The hospitals, which are looked to for care in sickness, and thus to provide health, are also feeling the effects of the depression. The public authorities have to contribute more and more to their upkeep. The income of most is derived from charitable foundations or subscriptions, which the depression has rendered insufficient. At the same time, a

¹ *Quarterly Bulletin of the Health Organisation*, II, No. 2, pages 286 to 332, June 1933.

² *Idem*, II, No. 1, pages 130 to 153, March 1933.

³ *Idem*, III, No. 1, pages 72 to 128, March 1934.

growing proportion of the population is asking for treatment in hospital, either through poverty or because of the new social insurance laws, or simply owing to the gradual disappearance of the traditions and prejudices which led people formerly to shun hospitals.

An article has already been published¹ on "Recent Tendencies in the Development of General Hospitals in England". Hospital administrators in the United Kingdom and the Irish Free State have arranged for study-tours with visits to hospitals in Austria, France, Italy, Switzerland, and also in Scotland, Denmark and France.

Members of the Health Section have been making a study of the hospital and medical aid services in Algeria, Scotland, Ireland and Yugoslavia.

The question of housing has been taken up amongst other subjects on the depression, owing to the effect of poverty on the housing situation of the unemployed — on the one hand, overcrowding in unhealthy but inexpensive quarters, and, on the other, migration towards the circumference of towns, with an endeavour to return to the land or to have a garden and grow vegetables. Articles on "Suburban Settlements for Unemployed in German Towns",² and on "Stockholm Garden Settlements"³ have already been published.

As a social and health problem, the question of housing could not fail to concern the Health Organisation; but neither could it be dealt with more or less incidentally, as has been the case during the economic depression.

Political and health authorities require to know the best manner of spending public money to preserve the health and improve the social welfare of peoples. They must have information as to what they can expect, as regards health and social well-being, from expenditure on a particular housing policy and other social and health measures. These questions have consequently been included in the plan of study for the next three years adopted in May 1934 by the Health Committee.

¹ *Quarterly Bulletin of the Health Organisation*, III, No. 2, pages 220 to 288, June 1934.

² *Idem*, II, No. 4, pages 600 to 619, December 1933.

³ *Idem*, III, No. 3, pages 359 to 387, September 1934.

Together with the question of urban housing, the study of certain essential problems of rural hygiene, set on foot by the European Conference in June 1931, has been continued. A number of health institutes are collaborating in this work.

Valuable reports on the epidemiology and bacteriology of typhoid fever in country districts were published in 1933. Others have followed, dealing with the best method of treating manure heaps to prevent the hatching of flies ; these latter reports were the result of enquiries in France (Nancy),¹ Algeria² and Denmark.³ A report has also been published on milk hygiene in Meurthe-et-Moselle.⁴

At the same time as the work on European rural hygiene, or rather hygiene in temperate climates, is going forward, a Conference on Rural Hygiene in the Far East is being prepared. This is the result of an urgent request from the Indian Government ; for rural hygiene, with the agricultural, economic and cultural problems that surround it, is a matter of great importance to Governments of countries with a large majority of land-workers, like India and China.

Preparations are also being made for a second African Health Conference, to meet at the end of 1935 in Cape Town.

The first Conference was held in November 1932, also at the request of the South African Government. The directors of public health in the various countries and colonies of Africa then dealt in particular with the measures to be jointly taken against pestilences (especially plague and yellow fever). The agenda for 1935 includes the training of native assistants, who are required for bringing medical aid fully within the reach of African populations.

The subject of leishmaniasis was first dealt with by the Health Committee in 1925 ; this disease seems to be spreading from the East to western countries. An article had been published at that date on visceral leishmaniasis in Spain and generally on the epidemiology of that disease.

¹ *Quarterly Bulletin of the Health Organisation*, III, No. 1, pages 1 to 31, March 1934.

² *Idem*, No. 2, pages 299 to 303, June 1934.

³ *Idem*, No. 2, pages 304 to 324, June 1934.

⁴ *Idem*, No. 4, pages 662 to 729, December 1934.

In 1932, the Mediterranean International Health Conference recommended that the Health Organisation of the League should take up the question. A further publication by an Algerian specialist on the natural transmission of Mediterranean leishmaniasis appeared,¹ and was followed by a meeting of experts in Rome in August 1934. The report of this meeting prescribed the methods of diagnosis of the disease. It recommended the preparation of a pamphlet giving the most effective modern methods of treatment.

Whilst mentioning technical studies, we must refer to the opening in Rio de Janeiro on April 20th, 1934, of the International Centre for the Study of Leprosy, established by the Brazilian Government under the auspices of the League.

The Centre is situated at the Oswaldo Cruz Institute, and the Committee of Management has taken in hand the installation of new laboratories. There will also be clinical and therapeutic sub-centres at the federal Leprosarium of Curupaity, where the National Department of Health has built a modern hospital block with forty beds, and at the Santa Isabel Leprosarium of Minas Geraes. Co-operation has already been arranged between the Centre, the Leprosy Prevention Service, the Institute of Hygiene and the Medical Faculty of São Paulo. Epidemiological investigations will be carried out in the leprosy foci in the interior of the country.

In 1932, the Health Committee decided to take up the question of pellagra as a sign of malnutrition among certain peoples. A member of the Health Section was accordingly sent, at the invitation of the authorities, to Roumania in June 1933 to make a study of the disease in that country. Subsequently a Research Centre has been established in the village of Osoi, near Jassy. The medical officers attached to the Jassy Institute of Public Health are working in close contact with the Section; they have investigated the diet of twenty families selected from amongst those in which cases of pellagra had occurred in 1933. There exists a quantitative statement of all the foodstuffs consumed by these families. The Ministry of Health supplies the sums necessary

¹ *Quarterly Bulletin of the Health Organisation*, No. 2, pages 202 to 219, June 1934.

for the maintenance of the doctor and the four nurses engaged in this enquiry.

In March 1934, a bakery was opened at Osoi to supply wheat bread to the inhabitants at very low prices, recent research having shown that pellagra might probably be prevented amongst a population that lived on maize, if wheat were substituted for a part of the maize. With the help of the Government, a kitchen was opened and the Prefect has placed 70,000 kilogrammes of wholemeal wheat flour at the disposal of the Research Centre. The first year's experience has been very encouraging. If the good results continue, it may be possible systematically to prevent pellagra by replacing a part of the maize by wheat. The experiment was of considerable scientific and practical interest and may throw light on the delicate problem of the causes of pellagra.

IV. — TECHNICAL CO-OPERATION WITH CERTAIN GOVERNMENTS.

The subjects of leprosy and pellagra bring us to the question of direct co-operation with Governments. The Organisation has co-operated with Czechoslovakia, Greece and China in 1934 in the reorganisation of the public health services in these countries.

1. *China.*

The National Health Administration of China, in April 1931, prepared a three-year programme of development of public health services. This programme was communicated to the Health Committee of the League.

The essential features of the plan were the following :

(1) The establishment of a Central Field Health Station and the development of a Central Hospital as a nucleus of the national medical and health services ;

(2) The establishment of an Experimental Medical School and a reinforcement of the few existing national medical colleges of the higher type with a view to the training of suitable officers for later work ;

(3) A gradual extension of the National Quarantine Service ;

(4) A co-ordination of the various modern public health bodies in the country.

The three-year period assigned to the application of the programme of health reorganisation is now concluded. The success of the scheme has fulfilled, and in some respects exceeded, expectations, in spite of the fact that it was impeded by serious events, such as the floods on the Yangtze River in 1931, the cholera epidemic of 1932, which spread to three hundred cities in twenty provinces, and the necessity of organising Red Cross work during a period of hostilities. (See also Chapter XIII : "Technical Co-operation between the League of Nations and China".)

2. *Greece.*

The Hellenic Government in October 1928 asked the League of Nations for assistance in the reorganisation of its public health service, and, in April 1929, adopted a plan prepared jointly by the Health Committee of the League of Nations and the Greek Health Administration.

The plan provided for the organisation of a permanent health service, whose work would extend progressively in the period 1931 to 1935 to all the prefectures of Greece, and which would work under the technical direction of a health centre to be established in Athens. The Health Centre was to include five divisions dealing with preventive medicine (including a school of hygiene), malariology, sanitary engineering, pharmacology and scientific research.

The administration of public health in the prefectures was, in conformity with the scheme, to be assured by prefectorial and local health centres under the direction of doctors trained in the School of Hygiene. Health nurses were to be trained and attached to the health centres, and the health services hitherto distributed among the various Ministries were to be attached to the Athens Centre. Provision was also made for the reorganisation of the hospitals, social insurance and the Maritime Quarantine Service.

The progress made deserves special mention both within the limits of the reorganisation scheme and in respect of work which has been done outside it. These results are the more remarkable as having been achieved in a period of serious economic depression and in the face of special difficulties arising from the settlement of refugees in Greece. The medical faculty of the University of Athens is now housed in modern buildings, whose site and construction fulfil all the requirements of modern technique. The new Red Cross Hospital is a model of modern hospital accommodation. Its school of nurses is well equipped and the students undergoing training in the school have been carefully selected. This is equally true of the School of Nurses attached to the Evangelismos Hospital. The new maternity hospital would be a credit to any country, and its school for midwives is training a staff able to cope with the future needs of the country.

The Athens School of Hygiene is housed in small but adequate buildings. Forty Greek doctors have already received special training. The model health centre established on the school premises will shortly be completed, and will enable students to acquire training in the actual practice of preventive medicine. Moreover, the new law dealing with the health service known as the "peripheral" service provides for the establishment in Attica and Bœotia of an important health centre with a model district for the practical training of students of the School of Hygiene and other health officials.

The school has hitherto been a temporary institution, but the necessity of giving it a permanent recognised legal status is generally admitted and certain steps have already been taken to this end.

The present economic situation has inevitably somewhat delayed the application of the reorganisation scheme adopted in 1929. This applies particularly to the health services of the prefectures, which were to have been taken over by the Health Centre in Athens in 1936; but the law relating to the "peripheral" health services will meet this difficulty. It provides for the creation of seven health centres belonging

to category A for the big cities and thirty-two health centres belonging to category B for the smaller urban centres, the difference between the two categories lying in the importance of their staff.

Evidently, Health Centres like those to be set up under the new law must have at their disposal a well-trained body of visiting nurses. The Red Cross nursing schools and the Evangelismos Hospital seem capable of supplying such personnel, to be instructed in the work of visiting as soon as a special school has been established.

The Under-Secretary of State for Health has prepared a Bill for the organisation of the campaign against tuberculosis. The Government will devote annually a sum of 40 million drachmæ to the campaign.

3. *Czechoslovakia.*

The Ministry for Health and Physical Education of the Czechoslovak Republic has, in recent years, endeavoured to provide the country with an adequate health organisation. It first tried to improve the medical assistance available to the country population; on this the Rural Health Conference of 1931 had laid special stress. From the point of view of health organisation, Slovakia and Sub-Carpathian Russia were definitely backward as compared with Bohemia and Moravia, and the principal efforts were directed to improving the situation in the two former provinces.

The existence side by side of a variety of public health bodies led the Ministry of Health to co-ordinate the work of these institutions and to establish a general scheme based on a systematic study of the situation. This study was undertaken in 1931 by officials of the Ministry assisted by members of the Health Section.

The Ministry of Health, on the basis of data furnished by the enquiry, drew up a programme whose application was entrusted to the State Health Institute of Prague; and, in September 1932, the Ministry asked the Health Organisation to place at its disposal the experience of the latter's technical commissions and the services of a member of the Health Section.

The execution of the scheme was begun in 1933. The most urgent and serious problems were first attacked :

- (1) Continuation courses for health officers, courses of hygiene for medical practitioners, and propaganda with a view to instructing the population in the rudiments of hygiene ;
- (2) Local sanitation ;
- (3) Co-ordination of the health work of public and private institutions.

As regards the first point, courses for doctors were opened at Kosice and Bratislava for the district doctors, communal doctors and doctors dealing with sickness insurance. Propaganda was entrusted to a travelling staff placed at the disposal of the authorities by the Czechoslovak Red Cross.

Considerable progress has been made in sanitation within recent years, but the question of the contamination of the soil has not yet received sufficient attention. The Health Institute of Prague has therefore prepared plans for manure pits, wells and latrines for the communes, and the Department of Agriculture has undertaken that these plans shall be executed.

The Health Institute of Prague is attempting to improve sanitary conditions in the region of Zlin, Moravia, in accordance with a programme based on the resolutions of the European Rural Health Conference. This experiment has excited a very keen interest and its extension to the adjacent regions of Slovakia is contemplated.

Finally, the efforts of the voluntary organisations which are combating tuberculosis, alcoholism and maternal and infantile mortality are in process of co-ordination with a view to avoiding overlapping. Agreements have already been reached for a geographical distribution of the activities of some of these institutions.

4. *Chile.*

The Chilian Government asked the Health Organisation for its assistance on the question of popular diet and for recommendations as to its improvement. A preliminary investigation on the spot was made by a Japanese expert.

At the end of 1934, another expert went to Chile, after a consultation between the Health Section and the Economic Section of the Secretariat; it was decided that an enquiry into the health aspects solely, without taking into consideration the economic and agricultural position of the population, would be to no purpose.

CHAPTER XI

INTELLECTUAL CO-OPERATION

- I. Intellectual Work: (1) Conversations and Open Letters; (2) Intellectual Rights. —
- II. Work in connection with the League: (1) League of Nations Teaching: (a) Revision of School Text-books, (b) Educational Information Centres, (c) International Students' Organisations; (2) Study of International Relations; (3) Draft International Convention on Broadcasting and Peace; (4) Intellectual and Educational Function of Broadcasting; (5) The Cinema and International Life; (6) International Co-operation in Social and Political Science. —
- III. Work in Various Countries: (1) Exact and Natural Sciences: (a) Co-ordination of Scientific Museums, (b) Relations with the International Council of Scientific Unions, (c) List of Physical Laboratories, (d) Annual Tables of Constants and Numerical Data; (2) Libraries: Archives; (3) Collection of Documentary Information; (4) Literature; (5) Fine Arts: International Museums Office; (6) The Intellectual Co-operation Organisation and China; (7) National Committees; (8) International Educational Cinematographic Institute.

One of the features of the Intellectual Co-operation Organisation's work is its continuity, which has enabled it to advance by stages, according to the means at its disposal, adapting methods to circumstances, with the constant desire to render useful services. These services are of three kinds: the intellectual work, the work in connection with the League and that done in various countries.

The intellectual work proper has chiefly comprised, since 1931, what has come to be called "correspondence" and "conversations". The work in connection with the League includes, amongst other things, the study of the principal modern methods of publicity with a view to spreading a spirit of peace and collaboration — the cinema, the wireless and the Press. The study of international relations may also be included in this category. The work in connection with the different countries includes a whole network of co-ordinated activity, which covers the following different

fields — the vast sphere of education, including, of course, instruction in the aims of the League, the co-ordination of libraries and archives, the fine arts and scientific museums.

I. — INTELLECTUAL WORK.

1. “ *Conversations* ” and “ *Open Letters* ”.

The conversations and open letters which were inaugurated some time ago by the Intellectual Co-operation Organisation were continued during 1934.

A conversation on the future of European civilisation was held in Paris, and two subjects — “ Art and the State ” and “ Contemporary Art and Reality ” — were selected for a conversation in Venice.

The conversation in Paris led to the creation of a Society of European Studies, the object of which is to study intellectual questions of importance from the point of view of the future of European civilisation.

At Venice, there was a very interesting discussion between the distinguished personalities who were present.

As regards the “ open letters ”, the International Institute of Intellectual Co-operation has just published a new volume entitled “ *L'Esprit, l'éthique et la guerre* ”, on the “ suppression of the causes of war and the means of achieving that aim”. This volume contains letters from M. Johan Bojer, M. Huizinga, Mr. Aldous Huxley, M. André Maurois and M. Walder.

The Committee on Intellectual Co-operation, after drawing attention to the importance of these international conversations, thought it desirable to determine the methods to be applied to them in future — that is to say, whether they should take the form of exchanges of letters or of public discussions. In its opinion, the best way was to decide to consider a given problem and to approach it successively from different aspects, with a view to reaching a synthesis of the opinions expressed.

As regards the “ open letters ”, the Committee would like to see an exchange of letters between representatives of the civilisations of the East and West on the points of

contact between them, and as to the best means of reconciling certain differences, with a view to enriching civilisation as a whole and contributing to international understanding.

2. *Intellectual Rights.*

The work done in this field was considered at a meeting held in Paris this year by representatives of the various international institutions dealing with intellectual rights and similar legal problems : The International Labour Office, the Rome International Institute for the Unification of Private Law, the Berne International Bureaux for the Protection of Literary and Artistic Property and of Industrial Property, the Institute of Intellectual Co-operation and the Secretariat of the League of Nations.

Two diplomatic events led the Executive Committee of the Intellectual Co-operation Organisation to place on the agenda of this meeting a question of urgent importance : the revision of the Paris and of the Berne Conventions, which deal respectively with the protection of industrial and of literary and artistic property.

The international Conference held in London last May revised the first of these Conventions. The Berne Convention will be dealt with at a conference to be held in Brussels in the autumn of 1935. The revision of these Conventions will afford the Intellectual Co-operation Organisation an opportunity of developing that closer co-operation with the Bureaux at Berne which has been recommended by the League on several occasions.

In spite of the deep-seated differences which exist and will continue to exist between the two Conventions on industrial property and literary and artistic works, the fact that they have evolved along parallel lines is a striking proof that the same problems have to be faced in both fields.

This is the case with the so-called "moral rights". A right similar to that already acquired by the authors of literary and artistic works under the Act of Rome (1928) has now been internationally recognised, in the case of inventors, by the London Conference.

The Committee on Intellectual Co-operation learnt with satisfaction of the success achieved by the Intellectual Co-operation Organisation in London. Nevertheless, owing to the fact that neither the text adopted on that occasion nor the laws in force in many States adequately safeguard the rights of inventors employed in research and industrial laboratories, it expressed the hope that national legislatures would provide that the inventor whose name appeared in a patent should receive a reasonable share of the profits when the latter exceeded the amount paid for his services.

The Committee also noted the request of the International Federation of Journalists that the draft Statute relating to Press correspondents in foreign countries which it had drawn up should receive attention, and instructed the Institute to study it in co-operation with the organisations concerned.

II. — WORK IN CONNECTION WITH THE LEAGUE.

1. *League of Nations Teaching.*

The Advisory Committee for League of Nations Teaching, which was constituted in 1933, met for the first time at Geneva and laid down the basis for its future work.

It emphasised the fact that League of Nations teaching could be considered not as a subject apart, but, with due reference to the different conceptions of education and to national mentalities, should form an integral part of educational programmes in the various grades.

After defining the part played by the State, the influence of the Church and of religious organisations, the work of the League Secretariat and of institutions such as those dealing with intellectual co-operation and educational cinematography, which were working to promote the ends in view, the Committee declared that official action would be inadequate unless it were accompanied by action on the part of private international organisations. The task of the Intellectual Co-operation Organisation was to co-ordinate the work which was being done, to encourage contacts and to prevent overlapping.

The Committee declared that it was of the utmost importance that the National Committees on Intellectual Co-operation should be closely associated with what was done in regard to League teaching and moral disarmament.

Among the means recommended by the Committee for applying its principles were the use of workers' spare time and the time of the young unemployed. The cinema and broadcasting could also be of service.

The Committee on Intellectual Co-operation endorsed the Advisory Committee's views, and requested the Institute and the Secretariat's Educational Information Centre to take the necessary measures to give effect to them.

(a) *Revision of School Text-books.* — The movement for providing better text-books for use in schools is gaining ground in many countries.

The Committee considered that it was not merely a question of improving the text-books at present in use by deleting passages which might be detrimental to good understanding between nations, but also of encouraging the publication of books inspired by a desire for international goodwill. It instructed the International Institute of Intellectual Co-operation to make and publish a collection of appropriate passages from school books. Such a publication would, in its opinion, serve as a valuable example and also as a basis for the Committee's work.

The Committee, in accepting this task, asked the Institute to follow the development of the movement for supplying appropriate school books, and to publish the laws, decrees and regulations issued on the subject. It also requested the Institute to draw attention to the work of national and international associations of teachers and professors and of other workers in this field.

Further, on the proposal of M. Emile Borel, the Committee requested the Institute to prepare a draft model bilateral agreement containing proposals for doing away with, or at least lessening, divergencies arising from differing interpretations of certain events appearing in the text-books used in the schools of various countries. This draft agreement

should then be recommended by the League for adoption by all States.

(b) *Educational Information Centres.* — The number of educational information centres has increased. The International Institute co-ordinates and links up their efforts; their work is extending, and there is a growing exchange of information. This is one of the most encouraging results obtained by the Intellectual Co-operation Organisation in the educational field. Thanks to its efforts, thirty-three organisations,¹ specially equipped to establish relations with foreign countries, have now been set up by Governments.

The Institute was instructed to continue co-ordinating the work of the existing centres and, possibly, to convene a general conference of these centres in 1935, in order to consider the teaching of international relations in the various countries.

(c) *International Students' Organisations.* — The Committee on Intellectual Co-operation was glad to learn of the work carried on in the present difficult times by the international students' organisations. It urged them to continue to further the work of mutual understanding and international co-operation among students. It expressed its hope that the necessary facilities would, to the utmost possible extent, be granted to these associations, in order to enable them to carry on their work of international co-operation.

2. *Study of International Relations.*

The study of international relations is, for the Intellectual Co-operation Organisation, a field where all is new — subject, method, form and substance. Its aim is the study, with the aid of such light as history, law, sociology and philosophy may afford, of different political problems which are engaging the attention of the modern world.

¹ Union of South Africa, Argentine, Australia, Austria, Belgium, United Kingdom, Bulgaria, Canada, Chile, China, Cuba, Czechoslovakia, Danzig, Denmark, Estonia, France, Germany, Greece, Hungary, Iceland, Irish Free State, Italy, Japan, Latvia, Luxemburg, Netherlands, Norway, Poland, Roumania, Spain, Sweden, United States of America, Yugoslavia.

In application of this general principle, important conferences were held in Milan and in London in 1932 and 1933. They dealt with the problem of the intervention of the State in economic life. In 1933, a new theme was chosen — the collective organisation of security. It was the subject of a preliminary exchange of views in Paris in May, intended to prepare the way for the session of the Permanent Conference of Advanced International Studies to be held in 1935.

3. *Draft International Convention on Broadcasting and Peace.*

Last September, the Assembly of the League expressed its approval of the idea of a draft convention to regulate broadcasting stations in such a way as to avoid the diffusion of news liable to disturb good relations between peoples. Although the period decided upon for the replies of Governments has not yet expired, the number of favourable answers that have reached the League Secretariat augurs well for the proposed convention.

The Institute was asked to draw up a convention in the light of the replies received, and with the necessary technical assistance.

4. *Intellectual and Educational Function of Broadcasting.*

The International Institute of Intellectual Co-operation, having been requested to undertake an enquiry into the use of broadcasting for intellectual and educational purposes, with a view to determining what measures could be recommended to the various countries, asked a number of qualified persons to supply it with studies showing how, in their opinion, this general educational work could best be carried on. The studies received deal with the organisation and the contents of programmes and their national and international co-ordination; the objects to be pursued in this publicity work; the possibility of broadcasting university extension courses; the social training of listeners; the announcement of scientific discoveries; the artistic education of listeners; their musical education; instruction in literature and history; and the teaching of foreign languages.

As this enquiry has not yet been completed, the Committee requested the Institute to continue its work. As regards the composition of broadcasting programmes, the Committee thought that an international exchange of programmes should be organised by means of special agreements capable of being extended so as to form a general system.

The Committee also dealt with the utilisation of the League wireless station, and expressed the hope that the Secretariat would pursue its efforts, with the assistance of the Intellectual Co-operation Organisation.

5. *The Cinema and International Life.*

The Committee on Intellectual Co-operation, in reviewing the results of the International Congress on Educational Cinematography held in Rome, noted that circumstances seemed to favour international action in this field more than by other methods of publicity, but that, at the same time, there were certain difficulties peculiar to the cinema. It drew attention to the importance of the cinema as a means of educating the masses, to the consequent responsibility of authors, producers and managers, and to the desirability of international exchanges of educational films.

All these points had been discussed at the Rome Congress, whose work was heartily approved by the Committee.

The Committee also requested the Institute of Intellectual Co-operation to set on foot the enquiry on the intellectual rôle of the cinema which had been proposed by the Congress.

6. *International Co-operation in Social and Political Science.*

The Committee considered the means of increasing its activity in this field. It felt that the moment had come to consult more especially experts in the humanities. This idea was unanimously approved. From among the many suggestions received, the Institute selected a certain number on which it hopes to base the principles and methods of its work. Following the example of the Permanent Conference of Advanced International Studies, it recommended the

immediate study of a particular problem of interest to all countries.

The first subject chosen was "The Effects of Mechanisation on Modern Life". The aspects to be considered are : What is the relation between this mechanisation and the progressive development of international relations ? What contribution has each country made to the international organised community ? Is it possible to maintain these national contributions unimpaired, while, at the same time, complying with the urgent need for concerted international action ?

On the proposal of its executive committee, the Institute has already set on foot a preliminary enquiry among certain specialists as to the best method of dealing with these problems.

The Committee on Intellectual Co-operation instructed the Institute to follow up this work, in co-operation with the International Labour Office.

III. — WORK IN VARIOUS COUNTRIES.

1. *Exact and Natural Sciences.*

(a) *Co-ordination of Scientific Museums.* — After hearing a statement by M. Avinoff, Director of the Carnegie Museum, Pittsburg, on the principles which should govern the activity of the Intellectual Co-operation Organisation in its relations with scientific museums, the Committee took the view that the plan drawn up for this purpose by the Committee of Experts in 1932 would have to be applied by stages. It also decided that parallel enquiries would have to be undertaken on scientific museums in different countries, to ascertain the most noteworthy characteristics of these institutions.

(b) *Relations with the International Council of Scientific Unions.* — In July 1934, at its general assembly held in Brussels, the International Council of Scientific Unions considered the establishment of regular contact with the Intellectual Co-operation Organisation. Its idea was to fulfil the same duties within the Organisation, on behalf of

the exact and natural sciences, as were performed by the Permanent Committee on Arts and Letters in its own particular domain.

The International Council set up for the purpose of considering this question a committee consisting of the following : M. Niemec (Czechoslovakia), International Union of Biologists ; M. Jean Gérard (France), International Union of Chemists ; M. de Martonne (France), International Union of Geographers ; M. Cabrera (Spain), International Union of Physicists ; Sir Henry Lyons, International Council of the Unions ; M. Establier, Institute of Intellectual Co-operation.

At its July session, the Intellectual Co-operation Committee was informed of, and in principle accepted, this offer of assistance.

(c) *List of Physical Laboratories.* — On the suggestion of Professor Emile Borel, the Committee asked the Institute to prepare lists of physical laboratories and institutions for mathematical research of international importance, with a view to their publication. It requested that these lists should be forwarded to the international unions of physics and of mathematics before being issued, so that they could make observations on them if necessary.

(d) *Annual Tables of Constants and Numerical Data.* — The Committee drew the Assembly's attention to the great importance to science of the publication of annual tables of constants and numerical data.

2. *Libraries: Archives.*

The Institute played a part in international library work by preparing special studies for use in libraries and by those interested in librarianship.

The Institute was instructed to pursue and complete the enquiry at present being carried on into the professional training of librarians, and to publish the results. This would mean adding a further volume to the series of works of interest to libraries published by the Institute (*Index bibliographicus* ; *Co-operation between Libraries* ; *Guide to National*

Services ; International Code of Abbreviations ; Popular Libraries).

The Committee also requested the Institute to complete and publish its international guide to archives, and to continue its work on the international co-ordination of archives.

3. *Collection of Documentary Information.*

The enquiry undertaken by the International Institute of Intellectual Co-operation already showed last year the necessity for co-operation in this field. Information obtained showed that various efforts were being made, and that some had proved successful. The object was to place the results of research conveniently at the disposal of those requiring them, and to provide particulars of the advance made in the different branches of science, and of the works to be consulted on any given problem. Before drawing up a programme of action, it was clear that all the necessary documents had to be collected ; and this gave rise to the idea that, as a preliminary, a guide to documentation itself must be prepared, to deal with the technique of documentary information and its importance in the framing of any plan of intellectual work.

The Committee asked the Institute to pursue and, if possible, complete the work of enquiry and consultation which was still necessary before a documentary guide could be completed.

4. *Literature.*

The Committee emphasised the value of the collection of Spanish-American classics published under the auspices of the International Institute of Intellectual Co-operation. A volume of " Letters and Addresses by Bolivar " has just been published, and several works by José Marti (Essays), Aloisio Acevedo (O. Mulato), Hostos (Essays), Sarmiento (Facundo), and Machado de Assis (Don Casmurro) will shortly appear.

The Committee discussed the possibility of publishing later on, with the help of specialists on questions of folklore, an illustrated series devoted to popular craftsmanship in

Latin America. This could not be done until circumstances made it possible to collect the necessary funds.

The Committee noted the improvements introduced in the *Index translationum*. Certain countries which have not yet figured in this publication have asked to be included. The National Library of Peiping has suggested furnishing a list of works translated into Chinese.

5. *Fine Arts: International Museums Office.*

The International Museums Office has become a real centre of international co-operation which, in spite of the moderate means at its disposal, fulfils all the tasks required of such an organisation. It renders contact possible between Government departments, keeps them in touch with questions affecting museums, and makes regular enquiries into the most noteworthy aspects of their technical work. It also collects material for museums.

The Committee on Intellectual Co-operation noted that the majority of the States that had been consulted had approved in principle the draft international Convention for the repatriation of works of artistic, historical or scientific interest which have been lost or stolen or have been illegally abstracted or exported. The International Museums Office was requested to assemble the observations and suggestions made by Governments and to prepare a draft convention based on this material.

6. *The Intellectual Co-operation Organisation and China.*

The Organisation has been actively co-operating with the Chinese Government in the reform of popular education.

The Committee thanked the Chinese Government for the confidence it had shown in the Intellectual Co-operation Organisation in asking for its assistance. In response, the Committee was anxious to help the Chinese authorities to obtain the help and information they desired.

Being fully aware of the complexity of the problems with which China had to deal, and anxious to obtain for her advice from experts of all shades of opinion and from different countries, the Committee had endeavoured to place at the

disposal of the Chinese Government persons capable of facilitating its choice and the decisions it would have to take in its reconstruction work. It congratulated the Chinese Government on the progress made, thanks to its systematic action both in the field of public education and in the organisation of interchanges with intellectual workers in foreign countries. (See also Chapter XIII : " Technical Co-operation between the League of Nations and China ".)

7. *National Committees.*

The Committee on Intellectual Co-operation paid a tribute to the valuable assistance of the National Committees on Intellectual Co-operation.¹ It was glad to see their representatives taking part in its work and giving it the benefit of their experience.

It drew attention to certain points in the resolutions adopted at previous sessions regarding the work of the national committees and their organisation and activity, and amplified them where necessary.

The Committee once more emphasised the importance of having a national committee in every State, to act as one of the organs of the intellectual life of the country concerned and to maintain contact with foreign countries. It strongly recommended that conferences of the representatives of all the national committees should be held periodically, and decided provisionally that the next meeting should take place in Paris in 1937, at the same time as the International Exhibition.

8. *International Educational Cinematographic Institute.*

The Committee on Intellectual Co-operation, after noting the report of M. de Feo, Director of the Institute, paid a tribute to its work, singling out for special mention the Convention for facilitating the International Circulation of

¹ Such Committees now exist in the following thirty-nine States : Austria, Belgium, Bolivia, Brazil, United Kingdom, Bulgaria, Chile, China, Cuba, Czechoslovakia, Danzig, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Italy, Japan, Latvia, Lebanon, Lithuania, Luxemburg, Mexico, Netherlands, Netherlands Indies, Norway, Poland, Portugal, Roumania, Salvador, Spain, Sweden, Switzerland, Syria, United States of America, Yugoslavia.

Films of an Educational Character and the International Congress on Educational Cinematography.

This Congress was a great success, not only from the number and the high capacities of the persons present, but also from the value of the decisions taken. A new programme of work is the result. This provides for close collaboration between the different executive bodies dependent on the Committee on Intellectual Co-operation. A rôle of the first importance falls, as may be imagined, to the International Educational Cinematographic Institute.

CHAPTER XII

SOCIAL AND HUMANITARIAN WORK

- I. Traffic in Opium and Other Dangerous Drugs: (1) Enforcement of Conventions; (2) Hungarian Method of obtaining Morphine from Poppy Straw; (3) Indian Hemp; (4) Illicit Traffic; (5) Position in China. — II. Protection and Welfare of Children and Young People: (1) Report on Traffic in Women and Children in the East; (2) The Abolition of Licensed Houses; (3) Extradition; (4) Convention on Penalties for Souteneurs; (5) Further Ratifications. — III. Child Welfare: (1) Effect of the Economic Depression and Unemployment on Children and Young People; (2) The Secretariat as a Centre of Information. — IV. Assistance to Indigent Foreigners. — V. Treatment of Prisoners. — VI. International Relief Union. — VII. Slavery.

I. — TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

For the first time, it has been possible in 1934 to take stock of the effectiveness of the Limitation Convention of 1931, to the enforcement of which Governments and the Opium Advisory Committee have devoted much attention.

Among the points of interest is a new method invented in Hungary for the manufacture of morphine from the straw of the opium poppy. The Advisory Committee also noted a growing increase in addiction to Indian hemp in certain countries, and took the view that the cultivation of and trade in this plant and its products should be more closely watched. Considerable information on the subject of Indian hemp has been collected for the Advisory Committee by the Secretariat, and important discussions took place in the Committee.

As regards the illicit traffic, the Advisory Committee again took the opinion of Governments in regard to the preparation of an international convention for the repression of this evil. Under instructions from the Assembly, it also

made an investigation of the special police services employed for discovering and closing clandestine drug factories and for effectively combating the illicit traffic.

On the general problem of clandestine manufacture, the Advisory Committee had before it a matter of considerable interest regarding the trade in a chemical product known as acetic anhydride.

The Committee also considered at some length the situation as to clandestine manufacture in Bulgaria. It spent some time on a discussion of the position in China. The various points mentioned in this introduction will be taken in detail hereafter.

1. *Enforcement of Conventions.*

In 1934, the operations of the legitimate drug trade of the world — manufacture, export, import, consumption and maintenance of stocks — were conducted for the first time in history on the basis of a world plan drawn up in advance by the Supervisory Body set up under the 1931 Convention on the Limitation of Manufacture. The first statement of the estimated world requirements of drugs, communicated to Governments of States Members and non-members of the League, in accordance with the Convention, on November 1st, 1933, contained the estimates for fifteen drugs for 188 countries and territories. The second annual statement — for the year 1935 — was issued in November 1934.

This beginning shows that the Limitation Convention — proposing, as it does, the entire regulation of a whole industry and of a branch of trade extending over the surface of the globe — is proving in practice to be a workable, valuable and effective instrument.

The Limitation Convention has not merely imposed reciprocal obligations on States, but, by establishing for the first time the principle of the complete supervision of an entire industry, it has made provision for, and prescribed the organisation of, a real international administration, which will henceforward regulate and supervise, day by day, the relations of the contracting parties in their several capacities as manufacturers, exporters, importers or consumers of particular industrial products.

Whilst the 1931 Limitation Convention was in preparation or was awaiting its entry into force, there was a noticeable extension of manufacture to new manufacturing countries. Thus, since the decision of the Assembly in September 1929 to hold a conference on the limitation of manufacture, seventeen factories have been established — viz., in Belgium (two), Bulgaria (six), Hungary (one), Kwantung Leased Territory (one), Norway (one), Poland (one), Sweden (one), Czechoslovakia (two), Yugoslavia (one), Spain (one).

The Advisory Committee considered that the present situation was to some extent due to the general trend towards economic autarchy and to national defence considerations, and that the danger of the excessive extension of manufacture should be countered by a policy calculated to restrict the number of factories, on the basis of the relationship which should normally exist between productive capacity and the actual needs of the market. The Committee, by a majority, adopted a recommendation to that effect.

Thanks to a stricter and more general application of the Limitation Convention and the preceding Conventions of The Hague, 1912, and Geneva, 1925, the volume of legitimate trade in opium, coca leaves and manufactured drugs is progressively diminishing, as statistics of these drugs for 1932 show. This is partly due to a lower legitimate consumption of certain drugs, but above all to a closer relation between quantities lawfully manufactured and exported and lawful world requirements.

The flow of drugs which formerly escaped from licensed factories by many channels into the underground current of the illicit traffic has diminished. But clandestine factories have now become the principal source of the traffic, and from them flows a subterranean stream which threatens to become even larger than that which formerly issued from licensed factories.

By drawing a definite line between the legitimate trade and the illicit traffic, the League of Nations has secured the first of its objectives. Its task in the future will mainly be to supervise the legitimate trade with the utmost vigilance, so as to prevent any leakage, and to create a sort of common

front consisting of the judiciary and the police of the whole world, for the discovery and elimination of clandestine factories and the suppression of the illicit traffic. As regards the application of the Conventions, it is noteworthy that there are now forty-eight ratifications of the Limitation Convention, Austria, Norway, Honduras, China, Iraq, Siam and Australia having ratified during 1934.

There are, in all, fifty-one ratifications of the Geneva Convention of 1925; Honduras and Ecuador have ratified during the past year.

The Hague Convention has fifty-eight ratifications or accessions; there was no increase of the number in 1934.

The Geneva Agreement of 1925 has been ratified by seven States, and there is no change to report.

The agreement for the Suppression of Opium-Smoking signed at Bangkok on November 27th, 1931, was ratified by Portugal on January 27th, 1934, and by Siam on November 19th, 1934. This agreement cannot come into force until it has also been ratified by India and Japan.

2. *Hungarian Method of obtaining Morphine from Poppy Straw.*

The Advisory Committee had already had information of a new method invented in Hungary and used by the "Alcaloïda" Company for extracting opium alkaloids directly from the poppy plant, without passing through the intermediary stage of raw opium. Originally, the process consisted in the extraction of morphine from the green plant; but these first results were not satisfactory. The new method is the extraction of the alkaloids from the poppy straw, which had hitherto been a waste product. The Opium Section of the Secretariat has been able to examine in Hungary, with the assistance of the competent authorities, this new method of extraction.

This invention has forced the Committee to raise the question of the legal and practical application of Articles 16 and 17 of the Limitation Convention, which relate to the supervision of raw material in factories. At the same time, the Secretariat is investigating the extent of poppy cultivation for industrial purposes other than raw opium (for

production of seed, for eating and for oil, etc.), in order that the exact situation may be learned as regards the area under cultivation, the use of the straw, etc.

3. *Indian Hemp.*

In view of the increase in addiction to Indian hemp in certain countries, and because it is feared that addicts who find it difficult to obtain other narcotic drugs will have recourse to an ever-increasing extent to Indian hemp to satisfy their vice, the Committee discussed the question of controlling this product. The United States representative said that the habitual use of marihuana¹ now appears to be spreading in a very disquieting fashion, particularly among the young people in the large cities. The Canadian representative said that in his country the younger generation was also affected. The situation in Egypt is serious. Formerly, smuggled Syrian hashish supplied the Egyptian market. But this has now disappeared, thanks to the vigorous methods which are being applied in the French mandated territory. The Egyptian representative paid a cordial tribute to the French Government for its attitude. The drug now introduced on the Egyptian market appeared to come from another source. The Greek Government had also taken radical measures. Attention was called to the inadequacy of the Geneva Convention of 1925 as regards Indian hemp. A large number of countries have already prohibited, during recent years, the cultivation of the plant, although there are no provisions to this effect in the Convention. The Egyptian delegate and others were therefore in favour of a revision of the 1925 Convention or the framing of a new international agreement on Indian hemp, with due regard, however, for existing difficulties. Owing to the importance of the problem in its various aspects, the Committee decided to set up a sub-committee to study the Indian-hemp question, composed of representatives of the following countries : United Kingdom, Canada, Egypt, France, India, Mexico, Netherlands, Poland, Spain and the United States of America, together with an assessor to the Committee, who is a specialist in pharmacology.

¹ Name given to Indian hemp in certain States of North America.

4. *Illicit Traffic.*

In 1933, the Advisory Committee prepared a draft international Convention for the Suppression of the Illicit Traffic in Dangerous Drugs, which is aimed at providing the Governments with a new weapon to deal with the skilful organisation of international illicit traffickers by concerted measures of repression, which would also be international. The draft has already been submitted to Governments for a first consultation. Their observations have been noted, and a revised text was sent out to Governments for further remarks on July 16th, 1934.

The Assembly instructed the Council to decide, in the light of the results of the second consultation, whether a convention should be concluded, and, in that case, to summon a conference, for which the Council would fix a date.

The Assembly did not rest content with this powerful weapon for the future campaign against the illicit traffic. It held that, owing to the enhanced difficulty of detecting the ever-growing clandestine manufacture, co-operation between the different States must chiefly be attained through the police. Certain Government representatives in the Assembly and in the Advisory Committee thought that the campaign of the police against the traffickers could only be effectively carried on in present circumstances if such police were specialised. After receiving detailed information from the representatives of the United States of America and France regarding the organisation of their specialised police services, the Committee requested the Council to instruct the Secretariat to send a circular letter to Governments, transmitting to them the Assembly resolution and requesting them to furnish particulars regarding the specialised police services dealing with the campaign against dangerous drugs and the training of such police services and, in cases where there are no special services, to give particulars of the personnel and the methods employed for the same purpose.

During the past year, the Advisory Committee received important information as to the possibility of clandestine manufacture of heroin. It learned that acetic anhydride, which may be used in industry for making aspirin, colouring

matter or artificial silk, was also practically indispensable for making heroin. It has been shown that there had been considerable imports of this substance into countries which manufacture neither aspirin nor colours, nor artificial silk. These imports were therefore probably destined for the clandestine manufacture. This fact appears to be certain; for Bulgaria, for instance, seems to have imported acetic anhydride at the time when clandestine manufacture in the country was at its height. The Advisory Committee therefore took steps to obtain statistics of the import and export of acetic anhydride. A similar measure was taken in regard to another product, caffeine, used for making heroin pills. The statistics regarding caffeine will only relate to countries or territories in which heroin pills have been manufactured or seized.

The Advisory Committee in 1934 viewed with particular misgiving the information furnished with regard to the development of the manufacture of heroin in Bulgaria. However, thanks to the very strict supervision exercised over factories and over producers of opium, and thanks also to the limitation of the number of dealers in raw opium, factory after factory in that country is closing down, and, out of the seven that were licensed, only four remain, one of which has not been working, while the other three are under very close observation. A Government circular of June 5th, 1934, prohibited the import of acetic anhydride into Bulgaria, except under special authorisation. A new Bill is being drafted, which will bring Bulgarian legislation into line with the obligations entailed by the Limitation Convention. The Advisory Committee paid a tribute to the Bulgarian Government's action in repressing drug abuses.

In the Committee's discussion on the illicit traffic, several countries were referred to; but China formed the main subject of interest at the spring and autumn sessions. As this problem goes beyond the limits of the illicit traffic, it is dealt with separately below.

5. Position in China.

The situation in China grew worse in 1934. This fact was emphasised in the Advisory Committee and in the Assembly

as regards the clandestine manufacture and the illicit importation of manufactured drugs, and also as regards the illicit production, importation and use of opium. The Chinese Government has been asked through the Council to comment on the disquieting facts mentioned to the Advisory Committee, and to reply to the questions asked, in order that information may be available, not only on the situation itself, but on the remedies which it is proposed to apply.

According to statements made in the Advisory Committee by the representative of the United States of America, and briefly summed up here, the production of opium, both to the north and south of the Great Wall, is enormous, and supplies both opium-smokers and clandestine traffickers. All the evidence indicates that production increases every year and that it is developing to such an extent that it constitutes a menace to the whole world. As regards clandestine manufacture, the situation is still more serious. The chief centres of the illicit manufacture of morphine and heroin in China are Szechuan, Shanghai and Peiping, with secondary centres at Mukden and Harbin, as well as at Dairen and in the Leased Territory of Kwantung. The quantities of acetic anhydride imported each year through Shanghai would alone suffice for the manufacture of 18 tons of heroin, or at least twelve times the legitimate requirements of the world. The seizures effected in the United States of America confirm the gravity of the traffic coming from China and South Manchuria. The United Kingdom delegate drew the Fifth Committee's attention to the seizure effected in September at Hong-Kong of 128 kilogrammes of heroin on the way from Canton to Shanghai and probably intended for America. This figure represents nearly a third of the total quantity required for the legitimate needs of the world.

The Advisory Committee also gave its attention to the aggravation of the situation, from the point of view both of opium and of drugs, in the territories to the north of the Great Wall — Manchuria and Jehol, which are outside of the Chinese Government's control. The principal producing and manufacturing countries have been asked to exercise the strictest supervision over all applications for the importation

of narcotics to those territories, and their attention has been drawn to the fact that, under the Hague Opium Convention of 1912, the export of raw and prepared opium to those territories cannot be authorised.

In view of this disquieting situation, the Advisory Committee and the Assembly are convinced that only effective co-operation, taking the form of practical measures, between China and the Treaty Powers, is likely to improve the present state of affairs from the point of view of opium and from that of drugs. Two resolutions were adopted by the Advisory Committee and by the Council and the Assembly on this subject.

According to statements made at the Advisory Committee's nineteenth session by the Chinese delegate, his Government, before these resolutions had reached it, had already adopted a series of new regulations and measures.

China's new policy is to combat by drastic measures the ever-growing peril of manufactured drugs more dangerous than opium, but not to prohibit forthwith the use of prepared opium, lest it encourage opium-smokers to become drug addicts. The new regulations are particularly severe. The manufacture, transport and sale of drugs are even punishable with death. The law in regard to manufactured drugs is administered by the military courts. As regards the cultivation of the poppy, this was henceforth prohibited in eleven provinces of the interior. In other provinces, the amount produced would be diminished year by year, so that in six years' time poppy cultivation and the use of opium would be entirely suppressed throughout China. This provisional military method of combating narcotics could, in the Chinese representative's view, only succeed if the Government is fully supported by foreign Powers, and in particular those who have nationals in China or occupy concessions, settlements and leased territories not subject to Chinese jurisdiction.

Several members of the Committee congratulated the Chinese Government on the energy shown in the adoption of these new measures. The Government was asked to supply statistics of the results obtained. Other members, while paying a tribute to the Chinese Government's activity,

emphasised as frankly as the Chinese representative himself that the new system was only a *pis aller*, even if nothing better could be found. It introduced not a definite prohibition, but a system similar to the monopoly, with all the dangers therein involved, such as the tendency that it would become permanent, owing to its being a source of revenue. The Committee therefore preferred neither to approve nor condemn the new policy in China, but to await results.

II. — PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

1. *Report on Traffic in Women and Children in the East.*

The Advisory Commission for the Protection and Welfare of Children and Young People decided last year that the report of the Commission of Enquiry into Traffic in Women and Children in the East should be sent to missions and private organisations interested in the campaign against the traffic in the East, for their observations and suggestions. Seventy-two national and international institutions were invited to give their views, and thirteen complied with the invitation : the International Missionary Council ; the International Union of Catholic Women's Leagues ; the International Young Women's Christian Association ; the International Alliance for Women's Suffrage and Equal Citizenship ; the Liaison Committee of the Women's International Organisations ; the Fédération internationale des amies de la jeune fille ; the Association catholique internationale des œuvres de protection de la jeune fille ; the Jewish Association for the Protection of Girls and Women ; the Association for Moral and Social Hygiene (from its representative in India) ; the Kakusei Kai (Purity Society) of Japan ; the Indo-European Association of Women, Batavia ; the Canadian Council on Child and Family Welfare ; the Sacred Congregation for the Propagation of the Faith.

The private organisations had been asked for their opinion on the following points :

(1) The appointment of central authorities in China and Persia, with closer collaboration and more regular exchange of information between these authorities in the East ;

(2) An enquiry into the possibility of abolishing licensed houses in the East ;

(3) The appointment of a larger number of women officials to the staff of authorities responsible for the welfare of women and children in the East ;

(4) The adoption of a more effective policy in respect of minor immigrants victims of the traffic ;

(5) The adoption of welfare measures for Russian women in China ;

(6) Closer co-operation between Chinese officials and the authorities of the foreign concessions in China ;

(7) An enquiry into the possibilities of collaboration between authorities, missions and private organisations.

Being desirous for closer co-operation between authorities responsible for preventing the traffic in women in the East, the Commission proposed that a conference of these authorities should be convened under the auspices of the League at the same time as the annual meeting of the Health Bureau of the League at Singapore. A suggestion was also made that a permanent resident agent in the East should be appointed, or else that the Council should send out such an agent for a period limited to five or six months.

The Commission also recommended that a larger number of qualified women officials should be employed on the staffs of those authorities in Eastern countries which are responsible for the welfare of women and children. It expressed itself in favour of the general adoption of a policy of guardianship for assisting and educating ignorant minor girls victims of the traffic, and of the continuance of co-operation between public authorities, missions and private organisations in the endeavour to bring notions of hygiene and moral education within the reach of the masses, a policy already adopted in several Eastern countries.

As regards Russian women refugees in the East, certain members of the Commission asked the Council to recommend to the Assembly that a grant should be made to the Nansen Office, with a view to taking at least the first steps for their relief. The Council referred this recommendation to the Assembly.

The Assembly held that further enquiries on the spot were necessary before a decision could be taken, and instructed the Secretary-General to collect additional information from official and unofficial sources and to report the result of such enquiries to the Traffic in Women and Children Committee.

The Commission also laid stress on the desirability of the abolition of licensed houses in Eastern countries where they still exist, and on the necessity for closer co-operation between Chinese officials and the authorities of the foreign concessions in China.

2. *The Abolition of Licensed Houses.*

The Committee devoted special attention to the question of the abolition of licensed houses, and particularly to the relation between these houses and the traffic in women.

The Commission of Enquiry in the East had already stated in its report in 1932 that the most effective remedy against the traffic in women was the abolition of such houses. But the Advisory Commission for the Protection and Welfare of Children and Young People decided that further information should be obtained, more particularly in countries where the licensed-house system had been suppressed. It is apparent from the enquiry carried out by the Secretariat that there is a marked tendency to abandon the licensed-house system, and to a lesser extent the compulsory medical examination of prostitutes, and to rely for the protection of public health on the extension of facilities to the whole community for the treatment of venereal disease.

There is clear evidence that the abandonment of the licensed-house system has no adverse effects either on public health or public order.

The Secretariat's report describes the results of an enquiry carried out in fourteen capitals, seaports, garrison towns and cosmopolitan centres of various States : Austria (Vienna), Belgium (Antwerp), Czechoslovakia (Prague), Denmark (Copenhagen), Estonia (Tallinn), France (Strasbourg), Germany (Berlin, Bremen, Hamburg), Latvia (Riga), Netherlands (Amsterdam), Poland (Warsaw), Sweden (Stockholm) and Switzerland (Geneva).

Particulars of recent developments in regard to the abolition in parts of the British Empire, especially in the Far East, were furnished in a survey prepared by the British Social Hygiene Council.

The information collected bears on the following points : (1) Date of the abolition of the system of licensed houses and measures taken with regard to the inmates of the establishments closed, (2) laws and regulations at present in force for the protection of public morals and the results of their application, (3) measures to combat venereal disease and their efficacy, (4) preventive measures, (5) opinions of persons in direct contact with prostitution as to the value of the measures at present in force, as compared with the former system of licensed houses.

The consideration of the report drawn up by the Secretariat showed that different methods had been applied to achieve the same ends. It was the opinion of the Committee that methods must naturally vary according to local conditions and the social habits and customs of a population. This applies particularly to measures for the rehabilitation of former inmates of licensed houses.

In its report to the Council, the Committee drew attention to the different methods employed. It emphasised (1) the necessity for making the free treatment of venereal disease available for all members of the community, (2) the desirability of widespread propaganda to explain the danger of the disease and the necessity for its treatment in the early stages, (3) that advance notification of the decision to close licensed houses be given to all concerned, both inmates and proprietors, and (4) the need for suitable measures to rehabilitate former inmates.

The Committee pointed out in a series of resolutions that the authorities in countries where licensed or tolerated houses had been closed were unanimous in declaring that the problem of prostitution could be more effectively solved where these houses had been abolished. It detected no desire in these countries to return to the former system, and expressed the view that it would be no longer possible to justify the system of licensed houses by the arguments

formerly used. It proposed that the Council should invite Governments to maintain the abolition of licensed or tolerated houses wherever this had been carried out, and to consider the desirability of abandoning the system where it still prevailed.

The Committee further stressed the point that abolition, as such, could not be effective unless it was supplemented by the education of public opinion and the provision of free medical treatment.

In view of the serious objections to the system of regulation on moral and other grounds, the Committee expressed the hope that those authorities which still maintained the system of compulsory registration and regular medical examination of prostitutes would abandon this practice, in the light of recent medical experience.

The Committee recorded its opinion that, when steps were taken to close licensed houses or to abandon the system of regulation, it was essential that measures should be taken for the rehabilitation of the women involved. It recommended the provision, with the help of psychological examination and medical advice, of appropriate treatment for feeble-minded or otherwise abnormal women.

The Assembly, having taken note of the resolutions passed by the Traffic in Women and Children Committee on the subject of the abolition of licensed houses, decided to communicate them to all States Members and non-members of the League, asking them to give the resolutions their earnest consideration in dealing with the problem of prostitution.

3. *Extradition.*

The Conference on the Suppression of the Traffic in Women of Full Age adopted a resolution expressing the view that the Convention should be supplemented by a provision dealing with the extradition of offenders. This resolution was referred by the Council to the Committee on Traffic in Women and Children, which agreed that the Convention in question should be completed by such a provision. But, in its view, the question should be decided when the Convention regarding *souleuteurs*, which is now under consideration, was drawn up.

4. *Convention on Penalties for Souteneurs.*

The Committee noted a resolution passed by the International Conference for the Unification of Penal Law in 1933, the object of which was to bring into harmony existing legal measures for the repression of *souteneurs*. In agreement with the Secretary-General of the International Bureau for the Unification of Private Law, the Committee requested that body to take as a basis for its work the most comprehensive and the most severe legal provisions for the suppression of the activities of *souteneurs* in all their forms. The Committee decided to continue its studies with a view to the drawing-up of an international convention to combat such activities.

5. *Further Ratifications.*

In 1934, the 1921 Convention for the Suppression of the Traffic in Women and Children was ratified by the Irish Free State and Colombia, and the 1923 Convention for the Suppression of Obscene Publications by Cuba and Colombia. The 1933 Convention for the Suppression of the Traffic in Women of Full Age has been signed by the following twenty-eight States: Union of South Africa, Albania, Australia, Austria, Belgium, United Kingdom of Great Britain and Northern Ireland, Bulgaria, Chile, China, Czechoslovakia, Danzig, France, Germany, Greece, Hungary, Irish Free State, Latvia, Lithuania, Monaco, Netherlands (including Netherlands Indies, Surinam and Curaçao), Norway, Panama, Poland, Portugal, Spain, Sweden, Switzerland and Yugoslavia. The Sudan has acceded to the Convention, which has already been ratified by Bulgaria, Sweden and Switzerland.

III. — CHILD WELFARE.

The Child Welfare Committee dealt specially with two questions: the effects of the economic depression and unemployment upon children and young people, and the development of the rôle of the Secretariat as an information centre. There were, however, other questions on its agenda. It

noted the final report of the enquiry on children in social and moral danger, carried out in the United Kingdom, Canada, Denmark, France, Germany, Italy and the United States of America. It decided to collect information as to the various systems of placing of children in families, and laid stress on the importance of the work of visiting nurses and social workers, whose efforts have largely helped to reduce the number of stillborn children and of children dying in infancy.

1. *Effect of the Economic Depression and Unemployment on Children and Young People.*

Children. — The Committee considered a number of reports from the delegates of Belgium, the United Kingdom, Denmark, France, Italy, Poland, Roumania and the United States of America, and from the International Labour Office and the Committee's assessors, dealing with the effects of the economic depression on children. The representatives of India and Uruguay made verbal statements on the situation in their countries.

From these documents and declarations, it was evident that the continuation of the depression had most deleterious effects on children's vitality and on their resistance to seasonal complaints and to tuberculosis, rickets, etc. In many agricultural areas, where welfare work is less developed, the position is just as grave as in industrial centres.

The depression has also produced serious psychological effects on children, as a result of discouragement in the family due to unemployment, the weakening of parental authority and the fact that the child realises that he depends wholly upon public or private charity to satisfy his needs.

To remedy this situation, the Committee suggested that Governments should introduce such modifications as might be necessary into their welfare and insurance systems, in order (1) to safeguard the unity of the family and the home, (2) to ensure the physical and mental development of children by providing them with the requisite material care and enabling them to escape the pernicious atmosphere to which privation inevitably leads and (3) to prevent the child's self-respect

from being in any way undermined by the methods of assistance employed.

Young People. — The Committee also considered the effects of the depression on young unemployed persons. In this connection, it examined reports presented by the International Labour Office and information communicated by several of its members. To counteract the consequences of the depression, the Committee suggested that Governments should proceed to the abolition of child labour; the making of attendance at elementary schools compulsory in countries where there exists no such obligation; and, in those where it does exist, the extension of the period of compulsory attendance by the addition of one or several classes to the elementary schools, by supplementary occupational courses and by the extension of the period of attendance at infants' schools; the systematic transfer of unemployed families to the country (settlement on the land); the provision of workers' allotments and the creation of suburban colonies; the setting-up of voluntary organisations by the young people themselves; the institution of employment bureaux; and the more general provision of training as a preparation for employment.

So far as direct means of assistance were concerned, the Committee was of opinion that the only really effective method of remedying the situation was to find work for the unemployed. It recommended to this end the establishment of voluntary civic service in labour camps, the institution of vocational guidance centres and the provision of technical continuation courses. The difficulties encountered by young people in obtaining apprenticeship on leaving school (which are among the most serious results of the depression in industry) would thus be partly surmounted.

The Committee drew the attention of Governments to the desirability of taking measures on as large a scale as possible to provide children and young people with material assistance. It adopted to that end the following resolution:

“ In view of the gravity of the present situation, the Committee, viewing with anxiety the distress in which unfortu-

nate children are living, makes a pressing appeal to all child welfare organisations, begging them to take urgent action before the winter to seek means of affording material protection for thousands of children whose normal development is threatened as a result of the economic depression and unemployment."

2. *The Secretariat as a Centre of Information.*

The Committee considered that the Social Section of the Secretariat could play a particularly useful part as a centre of documentation and information on questions concerning child welfare. It decided to ask the Council to instruct the Secretariat to collect information on (a) legislation in different countries (laws, decrees, ordinances, regulations); (b) institutions and organisations, whether official or private; (c) the activities of international bodies; (d) bibliography.

The Assembly affirmed the need for the systematic collation by the League of information bearing on child welfare. In accordance with the general scheme recommended by the Child Welfare Committee, it would be necessary: (a) to approach the various Governments; (b) to collect full information regarding the activities on this subject of institutions and associations, whether of an official character or due to private initiative, in accordance with the rules and regulations of the Secretariat and with the procedure agreed upon with the Governments concerned; (c) to be informed of the activities of international bodies; (d) to have access to bibliographical information in regard to child welfare questions.

For that purpose, the Secretariat should maintain close contact with the International Labour Office and the other organs of the League, and with the different centres of documentation. The material collected should be placed at the disposal of persons in all countries engaged in research or enquiries in respect of child welfare.

The work of collecting information and utilising it will be carried out in accordance with the regulations in force for the organisation of the League of Nations Library and with the plans to be approved from time to time by the Child Welfare Committee, and will cover only such subjects concerned with child welfare as may be approved by that Committee.

IV. — ASSISTANCE TO INDIGENT FOREIGNERS.

This question was originally raised in the Child Welfare Committee. After investigations covering several years, the Committee reached the conclusion that assistance to foreign minors could not be dealt with satisfactorily unless account were taken of the position of the families to which those minors belonged.

As the enquiry went beyond the province of the Child Welfare Committee, the Council, in 1931, set up a special Committee of Experts to prepare a draft Convention. The experts submitted to the Council, with the draft, a number of recommendations.

The draft provides in general that each of the contracting parties shall grant to the indigent nationals of the other contracting parties residing in its territory and standing in need of material or moral assistance the same treatment as it grants to its own nationals. As regards minors, the assistance will include, in addition to medical and hygienic care and admission to institutions, all the measures of protection, maintenance, training and education applicable to indigent national minors. It will be granted even to such minors as are nationals of States not parties to the Convention. The draft provides for the extension of assistance to stateless refugees and persons of indeterminate nationality, when such persons are indigent. The contracting parties undertake not to deport foreigners on the sole ground that they are indigent, except by means of repatriation and under the conditions laid down in the Convention.

In view of the fact that the drawing-up of an international convention always takes a considerable time, the Committee, being anxious to improve as soon as possible the precarious position in which a large number of indigent foreigners are at present placed, made *fourteen recommendations*, which it proposed should be applied immediately.

The general principles governing those recommendations are as follows : States should aim at the utmost possible assimilation of foreigners with nationals in respect of assistance

to indigent persons, including refugees and foreigners without nationality or of indeterminate nationality. The preservation of the family unit should constitute the basis for the application of measures of assistance. Assistance should not be refused on purely formal grounds ; and measures of assistance should be simplified as much as possible, in order to enable the relief to be made available with all speed. In the case of repatriation, regard should be had to the material, moral and social position of the indigent person.

The draft Convention, together with the recommendations, was submitted to Governments by a decision of the Council of the League dated January 17th, 1934. The Secretary-General communicated on the subject with seventy Governments, of which only twenty have submitted their observations.

The Assembly was of opinion that, since so few replies had been received, it was not possible to take any decision on the substance of the draft Convention and the recommendations drawn up by the Committee of Experts, but expressed the hope that those Governments which had stated that they were in favour of the recommendations would apply them at the earliest possible moment. It also instructed the Secretary-General to request those Governments which had not yet sent their observations to do so as soon as possible ; they would then be submitted to the Committee of Experts.

V. — TREATMENT OF PRISONERS.

In 1930, the Assembly noted the " Standard Minimum Rules for the Treatment of Prisoners ", drafted by the International Penal and Penitentiary Commission. These rules embodied the minimum universal requirements for the treatment of prisoners in any penitentiary system, whatever the legal, social and economic conditions.

Governments and various qualified bodies were consulted on the proposals. Certain amendments were sent in, and the Commission revised its draft.

The Assembly, in 1933, noted the revised rules and instructed the Secretary-General to forward them to Governments, requesting them to state whether, in view of their existing or proposed laws and regulations, they were in a position to consider the practical application of the rules in whole or in part.

The replies of the Governments were in general favourable to the proposed rules.

The Assembly in its turn examined the proposal and was of the opinion that the rules constituted a minimum below which the penitentiary system of a State should not fall.

Considering it desirable that efforts should be made to improve the treatment of prisoners by going beyond this minimum, as had already been done in several countries, the Assembly requested Governments to consider the possibility of adapting their penitentiary system to these "Standard Minimum Rules".

The Secretary-General was instructed to request Governments to communicate, if possible annually, the results of their experience and any other observations relating either to the application of the Standard Minimum Rules or to general reforms brought about in penitentiary matters.

VI. — INTERNATIONAL RELIEF UNION.

Two new States acceded to the International Relief Union during the year : the Kingdom of Iraq and the Cuban Republic. The number of States members is thus raised to twenty-nine : Albania, Belgium, United Kingdom, Bulgaria, Cuba, Czechoslovakia, Free City of Danzig, Ecuador, Egypt, Finland, France, Germany, Greece, Hungary, India, Iraq, Italy, Luxemburg, Monaco, New Zealand, Persia, Poland, Roumania, San Marino, Sudan, Switzerland, Turkey, Venezuela and Yugoslavia.

Thirteen States have paid their contributions into the initial fund, which at present amounts to 314,132 Swiss francs.

The Executive Committee of the Union held two sessions, in Paris on October 31st and November 1st and in Rome

on March 21st, 22nd and 23rd, 1934 (second and third sessions). It dealt in the main with its own organisation and the final establishment of rules of procedure.

The Executive Committee also outlined a plan of relief action in conformity with the provisions of the Convention and Statutes.

Although the assistance of the Union was not sought during the past year, it afforded its aid to one State member, India, during the Bihar earthquake, and sent the Indian Red Cross Society the sum of £1,000 sterling on January 19th, 1934.

The national Red Cross Societies, on which the activity of the Union largely depends, have been asked to make further preparation for the eventuality of its services being required. A report on the subject was submitted to the International Red Cross Conference in Tokio on October 20th, 1934.

VII. — SLAVERY.

The Assembly, in October 1932, decided that an Advisory Committee of Experts on Slavery should be set up, and defined its competence and duties. The Committee was to consist of seven members chosen solely for their special knowledge of slavery questions.

Its duties were to be strictly advisory, and it was to have no powers of supervision. It would study and examine the documents supplied or forwarded by Governments to the Secretariat of the League.

The Committee met for its first session in January 1934. It framed its rules of procedure, which were reviewed and approved by the Council. In its report, it stated that the rules of procedure had been drawn up in strict conformity with the indications contained in the resolution adopted by the Assembly in 1932. Article 13, in particular, defines the ordinary duty of the Advisory Committee in the following terms :

“ During each ordinary session, the Committee :

“ (a) Will study and examine the documents supplied or transmitted by the Governments since its last session ;

“(b) Will study, on the basis of such documents and of the special knowledge of its members, the facts and institutions mentioned in Article 1 of the Convention of 1926 and their rôle in the social system;

“(c) Will study the means of gradually abolishing these institutions or customs or of causing them to develop in such a way as to deprive them of any objectionable features.

“If a country where slavery exists asks for financial assistance from the League of Nations in settling questions relating to the abolition of slavery, the Committee shall, at the request of the Council, examine the objects for which this financial assistance is requested, the minimum amount necessary and the guarantees offered.”

These rules were communicated to the States Members of the League and to the non-member States parties to the Convention of 1926.

The Assembly noted the Rules of Procedure drawn up by the Advisory Committee of Experts on Slavery and renewed its appeal to the Governments of States parties to the 1926 Slavery Convention to send, without delay, to the League any information on slavery in their own countries, or in other parts of the world, in order that the Advisory Committee could meet early in 1935.

CHAPTER XIII

TECHNICAL CO-OPERATION BETWEEN THE LEAGUE OF NATIONS AND CHINA

I. Agriculture. — II. Cotton. — III. Silk. — IV. Water Conservancy — V. Roads. —
VI. Health. — VII. Education. — VIII. Summary.

Dr. Rajchman, the technical agent appointed for a year on July 18th, 1933, by the Council of the League to provide communication between the Chinese National Economic Council and the competent organs of the League, was in China from October 1933 to April 1934. On his return, he submitted his first report to the Council Committee on Technical Co-operation between the League of Nations and China.

The report begins by stating how this co-operation originated, and tracing its development. The National Government of the Chinese Republic, being desirous of setting on foot a work of national reconstruction, established the National Economic Council and asked the League to give it the assistance of its technical organisations.

The Chinese National Economic Council began work in November 1931. It was, from the outset, seriously handicapped by the difficulties of every kind which China had to face (a foreign conflict, floods, economic depression, etc.). None the less, in this atmosphere of uncertainty and depression, the Economic Council began a preliminary study of reconstruction problems relating chiefly to national equipment, agriculture, public health and education.

After careful consideration, and taking into account the financial resources at its disposal, the Council decided to proceed with the road construction and public health work

that had already been started, but otherwise to concentrate its efforts for general reconstruction in two districts, one to the north-west (Shensi and Kansu) and the other in Kiangsi.

I. — AGRICULTURE.

These two districts, which are essentially agricultural, were selected partly because of the agricultural depression. The preliminary studies of the National Economic Council, assisted by several experts sent out by the League (Professor Dragoni, M. Briand-Clausen and Dr. Stampar), showed that the main reasons for the depression were the following : the small yield of crops, the methods of farming, the burden of taxation, difficult credit conditions and the absence of a cheap system of communications.

The small yield of crops is the result of antiquated methods of cultivation and of the bad quality of the seed. The equipment must be improved and stock production developed.

In certain provinces, especially south of the Yangtze, the landowner does not generally cultivate his land himself. The farmer has to supply him with a fixed quantity or a proportion of the harvest, which proportion is generally abusively high. The farmer is weighed down by these charges, to which must be added taxation and land supertax. He is also unable to obtain cheap credit and the co-operative movement exists only in an elementary stage.

In these circumstances, the National Economic Council decided that technical financial assistance should be given to the provincial governments of Kiangsi, Shensi and Kansu.

In Kiangsi the following measures are proposed : (a) Agrarian reform, permitting the farmer to obtain the ownership of his land ; (b) a land survey prior to the revision of the system of land taxation ; (c) re-organisation and development of co-operation ; (d) improvement of the conditions of rural life by education and health instruction (centres for the general instruction of the peasants, teaching of agriculture, sanitation, land reclamation work and the organisation of co-operation).

In Shensi and Kansu (north-west) the main anxiety is to prevent epidemics among human beings and animals, to overcome the drought and to improve communications. Dr. Stampar, M. Boudrez and M. Okecki are jointly investigating these problems. Roads are being constructed, irrigation work is in progress and health centres and centres for the campaign against cattle disease are being set up.

II. — COTTON.

The Chinese cotton industry is more heavily capitalised and employs more labour than any other industry in the country. China, moreover, is not only able to support a cotton industry, but can produce the raw material, conditions being suitable for cotton-growing in eleven of her provinces. The domestic supply of cotton, however, is at present inadequate, and, in 1932, she was obliged to import raw cotton to the value of \$233,000,000. This circumstance is due to the low productivity per acre of the Chinese cotton-growing districts and to the inferior quality produced, owing to the use of poor or degenerated seed. The improvement in the quality and output of cotton in China is of special importance to international trade, since, by the introduction of suitable measures, she might be rendered exempt from the necessity of importing cotton and thus become free to import machinery or other commodities which she cannot at the moment produce.

A Commission for the Rationalisation of the Cotton Industry was appointed by the Government. This Commission intends to effect improvements in marketing and in the quality of the seed. It proposes to attach to each co-operative society an officer who will grade and standardise the produce.

III. — SILK.

The export of silk from China between 1928 and 1933 fell from \$282,000,000 to \$93,000,000. This decline has occurred in spite of the fact that China has greater natural facilities for sericulture than any other country.

Towards the end of 1932, M. Benito Mari, former Chairman of the Italian Association of Sericulture, was, at the request of the Chinese Government, nominated by the Economic Committee of the League of Nations to conduct an investigation into the state of the silk industry. M. Mari, in January 1934, reported on the results of enquiries which extended over the provinces of Chekiang, Kiangsu, Kwangtung, Shantung and Szechuan. He attributes the decline in the Chinese silk trade to a deterioration in the quality of the silk produced. M. Mari recommends the establishment of a State monopoly which should control the cultivation of mulberry-trees, the preparation of silkworm eggs, the rearing of silkworms and cocoons and the price and sale of cocoons. The silk filatures, moreover, should, he urges, be assisted with technical advice and be subject to instructions which should, in some cases, be compulsorily enforced. The filatures should be provided with a commercial information service and their working conditions and output should be subject to Government control.

Towards the end of 1933, the Central Government decided to include the improvement of sericulture in its general programme of reconstruction, and, on January 1st, 1934, the National Economic Council established an autonomous commission for the control of the silk industry. This Commission has received an allotment of \$750,000 from the budget of the National Economic Council. It proposed to set up two stations, at a cost of \$200,000, in Chekiang and in Kiangsu respectively, for the propagation of improved varieties of silkworm eggs.

Bureaux, moreover, are being established at the ports for the testing and grading of silk for export, their object being to restore the confidence of foreign purchasers in Chinese silk and to induce producers to pay closer attention to its quality.

IV. — WATER CONSERVANCY.

The floods are perhaps the worst natural calamity periodically afflicting China. The Chinese Government, therefore,

decided in April 1931 to provide for certain conservancy work in its first programme of national reconstruction and it asked for the assistance of the Communications and Transit Organisation.

The Organisation sent out a commission of three engineers — Mr. Coode (London), M. Perrier (Paris) and M. Sieveking (Hamburg). The Commission's advice was asked in regard to the River Hwai (between the Yangtze and the Yellow River), which has the peculiarity of possessing no definitely marked estuary. The Commission gave its opinion in favour of a plan for the derivation of the waters of the Hwai into the Yangtze. The cost was estimated at 14 million dollars. The work is in progress, thanks to a loan from the British Boxer Indemnity Fund.

The Commission gave several technical opinions, in particular in regard to rivers in northern China. Their proposals are being carried out.

In August 1931, the Yangtze flood disaster occurred. In consequence, a National Assistance Commission was set up. This Commission decided to undertake the reconstruction of the dykes of the Yangtze and its tributaries, at a cost of about \$1,500,000. The work was completed by the National Economic Council, with the assistance of one of the Transit Organisation's representatives, M. F. Bourdrez.

So far the programme had included only exceptional and urgent work. The National Economic Council decided to consider what normal and permanent work it should undertake. A series of proposals was made and submitted, through the League of Nations, for the opinion of engineers of international reputation.

In the interval, the Council took up irrigation work in the north-west (see under "Agriculture") and prepared a plan for the reorganisation of the scientific laboratories dealing with water conservancy.

V. — ROADS.

During the last five years, road construction by provincial Governments has considerably increased in pace. It is part

of the general movement for modernisation which has swept over the whole country since 1925. But as there was no central authority, the programmes were not co-ordinated and were in many cases wasteful. Thus the National Economic Council was led to organise a Roads Bureau which, in 1932, drew up a plan for a system of highways, first for the three provinces of Kiangsu, Chekiang and Anhwei, and later for those of Hupeh, Honan, Hunan and Kiangsi.

The Roads Bureau prescribes the location, quality and kind of roads to be built and grants loans at low rates of interest to cover about a third of the building costs. Thus the roads built during the last two years amount to about 4,000 kilometres. As these chiefly serve to connect existing communications, a system of more than 12,000 kilometres has been brought into existence.

In the development of a system of communications, the most important factor is cheapness of transport. Railways have a great advantage in this respect, and, with the waterways, form the main lines of communication. Roads are considered as tributaries of these main lines. The motor is costly and not much used, except by public transport companies. Petrol has to be imported and is very expensive; the National Economic Council, therefore, set on foot an investigation as to the possibility of obtaining liquid fuel and gas from coal. The 1934 budget contains a credit of \$100,000 for the purpose.

Since 1932, the Roads Bureau has had the assistance of a representative of the Communications and Transit Organisation, M. Okecki. This Organisation has been asked to collaborate in the study of the following problems :

- (a) The best types of roads adapted to selected areas;
- (b) Methods of operating the roads;
- (c) The question of fuel supplies; and,
- (d) Types of vehicles and engines.

VI. — HEALTH.

In April 1931, a programme for the development of the public health services of China over a period of three years

was drawn up by the National Health Administration. The Administration kept in close touch with the Health Organisation of the League during the carrying-out of this programme.

The essential features of the plan were the following :

(1) The establishment of a Central Field Health Station and the development of a Central Hospital as a nucleus of the national medical and health services ;

(2) The establishment of an Experimental Medical School and a reinforcement of the few existing national medical colleges of the higher type, with a view to the training of suitable officers for later work ;

(3) A gradual extension of the National Quarantine Service ;

(4) A co-ordination of the various modern public health bodies in the country.

The three-year period assigned to the application of the programme of health reorganisation is now concluded. The success of the scheme has fulfilled, and in some respects exceeded, expectations, in spite of the fact that it was impeded by serious events, such as the floods on the Yangtze River in 1931, the cholera epidemic of 1932, which spread to three hundred cities in twenty provinces, and the necessity of organising Red Cross work during the period of hostilities.

1. The Central Field Health Station began its work in temporary quarters in May 1931. Training was given in practical work, in the control of epidemics and sanitary engineering, midwifery and nursing, to thirty-four medical officers, sixty-four sanitary inspectors, one hundred midwives and fifty nurses. The Health Organisation of the League afforded facilities for study abroad to twenty-five members of the station, with a view to qualifying them for teaching and for occupying responsible positions of management after their return to China.

The production of vaccines and sera was developed in Peiping and Nanking, while essential drugs were produced for public hospitals and dispensaries at the headquarters in Nanking, to the value of \$100,000.

Plague, malaria and parasitic diseases were studied in specially equipped departments and field stations, not only

at headquarters, but in eight provinces and thirty-five localities. Health centres were established at twenty places in six provinces. Midwifery schools and maternity centres were opened at ten localities in seven provinces.

The Central Field Health Station took possession of its new buildings in August 1933, and, by October 1933, all its divisions were in effective operation. The total cost of the building and equipment was about \$600,000.

2. The Central Hospital started in temporary buildings in January 1930, the new hospital being completed in June 1933. It has a capacity of 340 beds, a large out-patient department and a centralised operating section. During 1933, 3,220 surgical operations were performed. A school of nursing and a central midwifery school are attached to the hospital; 108 young doctors have been trained for service in public hospitals and clinics. The total cost of the hospitals, including equipment, was \$1,200,000.

3. The quarantine services were inaugurated in July 1930, following consultations arranged by the Health Organisation of the League with a special international committee representing the public health services of the chief maritime countries and delegates of the international chambers of shipping. In 1931, these services were operating in six ports, with a technical staff of nineteen officers. The volume of work at Shanghai, Wuhan, Amoy, Takutangku, Tientsin and Chingwangtao has greatly increased, and the service now includes twenty-four trained officers, of whom seven have benefited from facilities offered by the League at various ports in adjacent regions and in Europe and the United States of America.

The National Quarantine Authorities now have control over all the maritime and river ports of China, with the exception of Canton and Kiaochow, and the Chinese Republic has as its disposal a service which inspires confidence in the vessels of all nations.

4. The co-ordination of public health activities has been chiefly directed towards the campaign against epidemics.

The Chinese Government in 1930 requested the assistance of the Health Organisation in a campaign against cholera and smallpox, and the establishment of a Central Cholera Bureau in Shanghai has enabled the health administrations of the three municipalities at Shanghai to co-ordinate their activities. This Bureau, recently reorganised, will henceforth include propaganda and epidemiological services. The results are encouraging. Whereas, in 1933, isolated cases of cholera were found in a certain number of towns, Shanghai remained exempt. There were more than 900,000 vaccinations against cholera. In 1934, there was no cholera epidemic in Shanghai, but from June to the end of August the number of anti-cholera vaccinations was none the less 750,000.

The organisation of public health work in the provinces includes medical and epidemiological supervision in connection with road-building, and also medical relief. Maternity work, measures for the welfare of the child, for the control of contagious diseases and for medical attention are of special importance in the rural districts, where the public health service, in close touch with the National Economic Council, plays an important part in the general task of reconstruction.

Co-operation between the Health Organisation and the Chinese authorities was facilitated by the fact that the technical agent of the League in China in 1933-34 had, as Director of the Health Section, personally taken an active part in the preparation of the health reorganisation plans for China between 1929 and 1931.

VII. — EDUCATION.

The Ministry of Education of the National Government of China, in a proposal forwarded to the Secretary-General on December 30th, 1933, requested the League to send an authority on education to consider the practical application of proposals made by the mission which went to China in 1931 under the auspices of the International Institute of Intellectual Co-operation, and by the Chinese group of educationists which paid a return visit to Europe in 1932. The Ministry

hoped that the League would select a person prepared to act as a permanent liaison officer in Europe between China and the International Institute of Intellectual Co-operation.

He would also have to (a) prepare plans of study for Chinese teachers or missions of teachers sent to Europe, (b) propose experts for the study and application of certain special educational reforms in China and (c) make recommendations for the guidance of Chinese students abroad.

The International Committee on Intellectual Co-operation appointed M. Fernand Maurette, Assistant Director of the International Labour Office, who reached Nanking in March 1934.

The Ministry of Education, as a result of the visit of M. Maurette, submitted to the National Economic Council a proposal for establishing an employment bureau for intellectual and technical workers. This proposal was adopted on March 26th, 1934, and the necessary credit was appropriated.

The Bureau will undertake in several provinces an enquiry with a view to the compilation of a complete and exact list of the different posts in each province to be filled either immediately or in the near future. The Bureau will also endeavour to discover disengaged intellectual workers competent to fill the posts indicated in the list. The Bureau will act, in fact, as a sort of labour exchange for intellectual workers.

It will also direct the education of Chinese abroad. Technical co-operation between China and the Intellectual Co-operation Organisation continued throughout the year. (See also Chapter XI: "Intellectual Co-operation".)

VIII. — SUMMARY.

The National Economic Council has made the following allocation of funds for the programme of work to be undertaken in 1934 :

	Dollars
Roads	6,800,000
Health	500,000
Cotton	1,000,000
Silk.	750,000
Kiangsi	1,900,000
North-west	2,500,000
Grant to the Geological Survey for studies of fuel	100,000
Economic research	200,000

To this must be added :

For a subsidy to tea experimental stations. . .	64,000
For general administration and technical experts	750,000
For reserve	436,000
	<hr/>
	\$15,000,000

The allocations for the work of rehabilitation in Kiangsi and North-west Provinces are as follows :

<i>Kiangsi:</i>	Dollars
For the support and extension of co-operative societies (including buying and selling co-operatives) and the establishment of a central controlling organisation at the provincial capital	500,000
For mass education, and the provision of stations for the assistance of agriculture; also for the establishment of a model provincial hospital and a public health laboratory. .	560,000
For the establishment of welfare centres in ten market towns	360,000
For emergency help to refugees and unemployed	300,000
For administration and reserve	190,000
	<hr/>
Total	1,900,000

North-west:

For irrigation work	1,300,000
For animal husbandry	400,000
For health and veterinary services	300,000
For agricultural co-operatives	400,000
For administration and reserve	100,000
	<hr/>
Total	2,500,000

The above chapter has dealt only with the work of the National Economic Council. It would be wrong to take no account of the efforts made apart from the Council to develop and co-ordinate the telegraph and telephone services, to extend the railway system, to establish a merchant fleet for inland navigation and to organise air transport services.

Chapter X of the technical agent's report contains very full details on these aspects of the reconstruction work undertaken by the Chinese Government.

* * *

In conclusion, the technical agent makes certain remarks as to the part to be played by the League and the best methods of co-operation. He refers to the difficulty which an expert who is not Chinese finds in learning the facts, in ascertaining their exact significance and in estimating the nature and complexity of the problems. The League must, therefore, act very prudently in selecting experts, who should be eminent specialists of international reputation; their duty should essentially be to give expert advice on definite problems.

When the plans are being carried out, the League's Technical Services should, if necessary, be represented by someone who is well acquainted with the work of those Services, and who has personal experience not exclusively limited to his own country.

China, moreover, has herself many distinguished civil servants with a clear understanding of the type of reforms which are necessary; some of them are very well acquainted with western methods and systems. It is indispensable to facilitate their contact with foreign countries and particularly with the Secretariat of the League, the International Labour Office and the technical Committees and Sub-Committees, and with international bodies.

* * *

On the return of Dr. Rajchman, the Council Committee for Technical Co-operation with China was of opinion that it

did not seem essential immediately to appoint another technical agent for the furtherance and development of the work already undertaken. The Secretary-General therefore decided in December to send to China for a few months the Director of the Communications and Transit Section of the Secretariat.

CHAPTER XIV

WORK OF ASSISTING AND SETTLING REFUGEES

I. Work of the Nansen International Office. — II. Inter-Governmental Advisory Commission for Refugees. — III. Work of the Assembly. — IV. Refugees from Germany.

I. — WORK OF THE NANSEN INTERNATIONAL OFFICE.

The adverse effects of the prolonged economic crisis on the position of refugees were aggravated in many countries by measures prohibiting the employment of foreigners.

The Nansen International Office estimated that there were no fewer than 800,000 Russian, 170,000 Armenian and 14,000 Assyrian, Assyro-Chaldean and Turkish refugees.

The Office was faced with the problem of the arrival in Asia Minor of some hundreds of Molokane refugees, who had suffered great distress from the rigours of a hard winter, with 300 Catholics, Lutherans, Mennonites and Pfingstbrüder, whose position was so precarious in Harbin that special efforts had to be made to secure their settlement in Brazil.

At the request of the Council, the question of settling the Assyrians from Iraq was taken up, and a plan prepared for finding them a home in Brazil. With the help of the Mandates Commission, 2,000 Assyrians and their families, who had left Iraq after the events of 1933, were temporarily quartered in Syria.

The remedies adopted by the Office to extricate the refugees from their difficult position fell broadly under two heads : the application of inter-governmental arrangements, and material assistance. An important step in the direction of the first objective was made by the adoption of a Convention

to supplement and consolidate the work done by the League in the past, and particularly the series of inter-governmental arrangements.

The assistance afforded under the second head is of an extremely diversified character, and ranges from the large-scale settlement of Armenian refugees in Syria — where, in all, more than 26,000 have been evacuated from the camps and settled in agricultural colonies or urban quarters — to the setting-up of over 700 individual refugees in small trades by means of an average advance of 200 Swiss francs per head. Nearly 17,000 have been assisted by loans or grants to refugee organisations, and over 90,000 in all have received aid in some form or other from the Office.

In view of the growing difficulty of enabling refugees in Europe to get work or to retain what they have already secured, the Office, in accordance with the request of the last Assembly, devoted particular attention to the possibilities of overseas settlement.

The services which it could render were, however, handicapped by the comparatively limited resources at its disposal.

II. — INTER-GOVERNMENTAL ADVISORY COMMISSION FOR REFUGEES.

The Inter-Governmental Advisory Commission in December 1933 reviewed the results achieved by the Inter-Governmental Conference which, on October 28th, 1933, framed a Convention relating to the international status of refugees.

The Commission drew the Council's attention to the fact that the terms of the Convention¹ provided that it should apply to Russian, Armenian and assimilated refugees as defined by the Arrangements of May 12th, 1926, and June 30th, 1928. It recommended the States concerned to accord forthwith, in practice, the benefit of the Arrangements in question to other categories of refugees to whom the benefits of these Arrangements did not apply, or applied only in part.

¹ This Convention has been signed by Belgium, Bulgaria, Egypt, France and Norway.

It also recommended the Council of the League to reconsider the question of extending the previous Arrangements of 1922, 1924, 1926 and 1928 to categories of refugees with which the Inter-Governmental Conference of 1928 had been unable to deal.

The Commission again urged that Governments should refrain from expelling or refusing to admit refugees unless these had obtained the requisite permission and visas to enter another country.

The Council in May 1934 noted the Commission's report and recommended to the favourable attention of the States concerned the desire of the Commission that the Convention of October 1933 should be signed and ratified as soon as possible. It decided, however, that, in present circumstances, it was not advisable to reconsider the question of extending *de facto* and *de jure* the Arrangements of 1922, 1924, 1926 and 1928 to other categories of refugees.

III. — WORK OF THE ASSEMBLY.

The Assembly noted that the Convention of 1933 recognised that refugees had an international status, providing as it did, *inter alia*, that measures taken against foreigners should not, in view of their peculiar situation, be applied to refugees. It therefore invited Governments to accede as soon as possible to the Convention, and not to expel refugees until they had obtained visas to enter an adjacent country.

The Assembly requested the Office to continue its efforts to find employment for refugees in oversea countries and asked the Governments of those countries to communicate to the Office any opportunities or prospects for settlement existing in their territories.

The Office was also instructed to continue its negotiations for the settlement of Armenians in the Republic of Erivan.

The Assembly finally requested Governments to consider the possibility of placing credits at the disposal of the Nansen Office, in order to enable it to extend its activities and thus ensure the settlement of a greater number of refugees.

IV. — REFUGEES FROM GERMANY.

Since April 1933, out of 165,000 refugees, about 25,000 have been able to establish new homes, while 7,000 belonging to the intellectual classes have found occupation suitable to their capacities. Some thousands of refugees are being trained for employment, to enable them to find work in industry or agriculture. These results have been obtained entirely without appealing to Governments for funds.

The Second Committee of the Assembly expressed its satisfaction with the work accomplished by private organisations on behalf of refugees from Germany.

CHAPTER XV

MISCELLANEOUS

I. Budget of the League. — II. Financial Situation. — III. Contributions in Arrears. — IV. Allocation of Expenses. — V. Staff Pensions Fund. — VI. New League Buildings. — VII. Appointment of an Under-Secretary-General.

I. — BUDGET OF THE LEAGUE.

Discussion on League expenditure was, as in 1933, concentrated on the questions of economy and rationalisation.

The budget for 1935 has been fixed at 30,639,664 francs. As first submitted, it amounted to 30,461,300 francs, but as a result of the addition of certain supplementary credits, chiefly to meet new obligations on the part of the International Labour Office arising out of the accession of new States, the amount finally approved was 30,639,664 francs. that is, 188,141 francs below that of the previous year.

The expenditure is divided as follows :

	Gold francs
I. Secretariat	15,041,388
II. International Labour Office	8,686,046
III. Permanent Court of International Justice	2,535,646
IV. Permanent Central Opium Board.	114,984
V. Nansen International Office for Refugees	280,000
VI. Buildings in Geneva	2,209,000
VII. Pensions	1,772,600
	<hr/>
	30,639,664

II. — FINANCIAL SITUATION.

Since the 1933 Assembly, the financial position has improved ; 74 per cent of the 1934 budget had been received

by September 8th (account being taken of both current and arrears contributions), as compared with 57.8 per cent in 1933 and 64.2 per cent in 1932 for the same period.¹

Further, while last year both the International Labour Office and the Permanent Court of International Justice were indebted to the working capital fund, such advances as had been made to them have been repaid.

In his introductory statement, the Secretary-General drew special attention to the successive reductions which had been made in the total figures for the Secretariat. Between 1932 and 1935, the estimates have decreased from 18,813,413 francs to 15,013,024 francs. As compared with 1934, the net reduction was 553,178 francs. It affected all chapters of the Secretariat's budget and was distributed as follows :

- 44 per cent on salaries ;
- 14 per cent on general office and printing expenses ;
- 17 per cent on Committees ;
- 17 per cent on the Assembly and Council ;
- 8 per cent on miscellaneous expenditure.

As regards the International Labour Organisation, the Director of the International Labour Office contrasted the present favourable financial position with that in which the Office found itself at the corresponding time last year. The budget on the expenditure side amounted to 8,782,000 francs, an increase of 45,000 francs as against the 1934 budget, but it still remained well below expenditure in 1930.

The Assembly noted that the total budget of the Permanent Court of International Justice for 1935 was slightly less than the total for 1934. This result was the consequence of reductions effected in 1933.

III. — CONTRIBUTIONS IN ARREARS.

The Assembly decided to appoint a special Committee to examine the question of contributions in arrears before the

¹ On December 31st, the percentage of revenue received was 93.51, as compared with 83.32 in the previous year, and amounted to 71.96 per cent of the current subscriptions and 21.55 per cent of those in arrears.

next Assembly. This Committee will have full powers, subject to ratification by the next Assembly, to negotiate and conclude arrangements with Governments for the equitable settlement of the amount of their debt in respect of arrears outstanding at the end of 1932.

The Committee is composed of the following members : Count Carton de Wiart (Belgium) ; M. Stefan Osuský (Czechoslovakia) ; Sir F. Phillips (United Kingdom) ; M. Castillo Najera (Mexico), and M. C. J. Hambro (Norway).

The Assembly decided that the Argentine Republic which, prior to 1933, stood in a special relationship to the League, should no longer be regarded as being in arrears for the four years 1929 to 1932.

The Special Committee met in October and requested States whose subscriptions were in arrears to make proposals in regard to payment. The Committee would examine these at a later date.

IV. — ALLOCATION OF EXPENSES.

The Committee on Allocation of Expenses informed the Assembly that, after a careful examination of the question and an investigation into a new method of allocating the expenses of the League, it was unable for the moment to submit a revised scale. The Committee came to the conclusion that, although the existing scale might involve an injustice to one State or another, it could not, on the basis of technical evidence alone, suggest modifications. An alteration made in the scale to-day in favour of any particular country might no longer be warranted when the scale was put into force.

Various delegations, notably the Chinese delegation, asked that their contribution to the League might be adjusted more in accordance with their capacity to pay. The United Kingdom Government, on the other hand, proposed that all the permanent Members of the Council should be assessed on the same basis as the highest contributor in that group — *i.e.*, the United Kingdom.

The Assembly decided that the United Kingdom proposal, together with all proposals submitted by Governments on the method of assessment should, if communicated in good time, be placed on the agenda for next year.

The Assembly, on the proposal of the Allocation Committee, decided that the contribution of the Union of Soviet Socialist Republics should be fixed at 79 units for one year only and the contribution of Afghanistan at one unit. It also decided that twenty units should be distributed for the year 1935 by the Allocation Committee in reduction of the contribution of those States which, in its opinion, have the strongest claims to relief. Subject to the foregoing, the present scale will remain in force for the year 1935.

The Assembly instructed the Allocation Committee to consider forthwith the request put forward by the Chinese representative and to submit concrete proposals on the subject to the sixteenth Assembly.

The Committee met after the Assembly and, in accordance with this resolution, reduced the contribution of certain States as follows :

	Units		Units
Chile.	5	Roumania	2
Colombia.	1	Siam	3
Cuba	3	Uruguay	2
India	1	Yugoslavia	2
Mexico	1		

Owing to the small number of units at its disposal and the impossibility of making a general revision of the scale, the Allocation Committee confined its attention to States that were in special difficulties. The situation of these States was examined in the light of discussions in the Fourth Committee of the last Assembly. The Allocation Committee laid down the principle that failure to pay contributions in full could not constitute grounds for a reduction. The Committee also made it clear that the proposed reductions related only to 1935 and did not in any way affect decisions which might subsequently be taken in regard to the new scale of allocation.

V. — STAFF PENSIONS FUND.

The Assembly approved the report of the Administrative Board of the Staff Pensions Fund. It considered that it was preferable that the Fund should earn less than $4\frac{1}{4}$ per cent, on which the original actuarial calculations had been made, rather than run risks which might endanger its stability.

VI. — THE NEW LEAGUE BUILDINGS.

Work on the new building is continuing. At present, rapid progress is being made on the fittings and inside finishing. The first stone of the building was laid in 1929 in the Ariana Park. The construction was begun in the spring of 1931, after the signing of a contract between the League of Nations and "L'Entreprise du Palais des Nations", an association created *ad hoc* by the grouping of building firms from different countries.

Two and a half years later, on November 6th, 1933, the ceremony of crowning the roof tree with flowers took place, to mark the structural completion of the edifice.

The new palace consists of a series of buildings all linked together: the Secretariat, the Council block, Committee room wings, Assembly hall and Library.

The total area is 18,000 square metres and the total volume is in the neighbourhood of 440,000 cubic metres. These figures give some idea of the size of the building erected; the Palace of Versailles is about the same size.

All the foundations, the framework and the floors and roofs are constructed of reinforced concrete. The principal façades are in freestone, and the framework of the windows of the other façades is in artificial stone. The roofs are flat and have been finished with a waterproof preparation called "asphaltoid".

The handling of such large quantities of material made it necessary to instal up-to-date plant. The temporary buildings erected comprised a carpentry workshop, an iron-workshop, a machine-shop, a forge and a general store.

Concrete mixing towers, sand silos and powerful cranes of various patterns, all travelling on rails, completed the installation.

Since the "crowning of the roof tree", the work has been continuous and, except during some days of frost, the number of workers has amounted to between 300 and 350.

The men who have worked at the building of the great edifice belong to about ten different nationalities. At the beginning there were 500 of them; at present the figures are as given above. They are paid according to Genevese standards, and work under the protection of Swiss laws. Swiss labour regulations have been observed during the construction.

No strike or stoppage has disturbed the work since 1931, and no serious accident has occurred.

The plans of the League's new buildings were drawn up by a Committee of Architects presided over by M. H. P. Nenot (a Frenchman), of Paris (membre de l'Institut, premier grand prix de Rome), General Inspector of civil buildings and national Palaces, and composed of M. C. Broggi (Italian), Rome, M. J. Flegenhimer (Swiss), Geneva and Paris, M. C. Lefevre (French), of Paris (grand prix de Rome), General Inspector of Civil Buildings and National Palaces, and J. Vago (Hungarian), Budapest and Paris.

The sum approved for the construction by the Assembly in 1932 amounted to 25,577,150 Swiss francs. Up to December 1st, 1934, the amount spent was 17,314,000 Swiss francs.

The present problem is the furniture. Here the same simplicity of design will be applied as in the building itself.

As in the case of the International Labour Office, certain Governments are desirous of making special gifts to beautify the building.

The list is as follows :

Australia: Presidential table in Australian wood for the Assembly Hall; Queensland will supply furniture for the room of a principal official.

Austria: Large Gobelin tapestry.

Governments of Bolivia, Colombia, Panama, Peru and Venezuela: Bronze tablet inscribed with extracts from the speeches of Simon Bolivar.

China: Set of embroidered panels and two antique vases.

Finland: Hand-woven curtains for a committee room.

Greece: Reproduction in bronze of an antique statue.

India: Set of furniture for the room of the President of the Assembly.

Luxemburg: Wrought-iron gates for the entrance.

Netherlands: Decoration and furnishing of the Secretary-General's office.

New Zealand: (a) Panelling of a room in New Zealand wood; (b) Presidential chair in Samoan wood.

Persia: Carpets for (a) the private Council Room; (b) the office of the President of the Council; (c) the office of the President of the Assembly.

Siam: Book-case in carved wood in the Siamese style.

South Africa: Panelling of a committee room in South African wood.

Spain: Complete decoration for one of the large committee rooms.

Sweden: Furniture for the room of the President of the Council.

Switzerland: Decoration of a committee room.

Woodrow Wilson Foundation: 25,000 dollars, with which it is proposed to supply monumental bronze doors at the main entrance of the Assembly Hall.

Mr. Edward A. Filene, of Boston, U.S.A., and the International Business Mortimer Corporation (Mr. Thomas J. Watson, President): Apparatus for simultaneous telephonic interpretation in the Assembly Hall.

This list is provisional and incomplete. Several Governments have not yet announced their intentions, while offers from others are still before the Building Committee.

VII. — APPOINTMENT OF AN UNDER-SECRETARY-GENERAL.

The Secretary-General informed the Council on December 11th that, as the Union of Soviet Socialist Republics had joined the League, he intended to appoint M. Marcel Rosenberg, Chargé d'Affaires of the Embassy of the Union of Soviet Socialist Republics in Paris, as Under-Secretary-General. The Council agreed.

* * *

M. Marcel Rosenberg was born in 1896 and has been successively Press attaché at the Russian Embassy in Berlin (1918), head of mission to Afghanistan (1920), head of the Press Service of the Soviet delegation at the Genoa Conference (1922), head of the Western Section of the People's Commissariat for Foreign Affairs (1923), First Secretary of the Embassy of the Union of Soviet Socialist Republics in Ankara (1925), Councillor of the Legation of the Union of Soviet Socialist Republics in Peking (1925), Deputy Director of the Union of Soviet Socialist Republics State Bank (1926), Councillor of Embassy in Rome (1930), Councillor and subsequently Chargé d'Affaires of the Embassy of the Union of the Soviet Socialist Republics in Paris (1932), delegate to Conference of Press Bureaux in Madrid (1933) and delegate to the fifteenth Assembly of the League and to the Extraordinary Assembly (1934).

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 five languages — English, French, German, Spanish and Italian — 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 full text of the Locarno Agreements, documents and reports concerning the financial reconstruction of Austria, Hungary and Greece 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.

The *Monthly Summary* is indispensable for writers and speakers on League subjects, students of international affairs, teachers of history, etc.

<i>Annual subscription (English edition, 12 numbers) .</i>	8/-	2.00 post free
<i>Single numbers</i>	1/-	\$0.20
<i>Annual subscription (French, German, Spanish and Italian editions)</i>	5/-	\$1.25 post free
<i>Single numbers</i>	6d.	\$0.15

LEAGUE OF NATIONS
PUBLICATIONS DEPARTMENT
GENEVA

PUBLICATIONS
OF THE INFORMATION SECTION

The League of Nations

TEN YEARS
OF WORLD CO-OPERATION

Foreword by Sir Eric DRUMMOND

A comprehensive and authoritative account of the work and development of the League of Nations in every field of its activity during the first ten years.

This volume has been compiled by members of the Secretariat. It contains fourteen chapters with a preface by the Secretary-General and is the first complete record of facts issued in a single volume by the League Secretariat.

The text of the Covenant, bibliographical notes and a full alphabetical index are given in the Appendix.

450 pages. Price 10/- \$3.50

Orders should be addressed to the Agents for the League of Nations publications or to the Publications Dept., League of Nations, Geneva.

ESSENTIAL FACTS ABOUT THE LEAGUE OF NATIONS

Fourth Edition (revised)

292 pages, pocket size

Price : 1/- \$0.25

The fourth edition of this booklet, which meets a long-felt want as regards information on the League, has now been published and the opportunity has been taken to recast the entire text and bring it up to date (October 1934).

The new edition is both clearer and more complete than its predecessors. Instead of giving an over-detailed description of the complicated organisation, activities of the League have been depicted in broad outline.

In particular, the important chapter on the League's political work has been revised. It now contains all essential particulars of the pacific settlement of international disputes and of the scope and application of Articles 11, 12, 13, 15, 16, and 17 of the Covenant.

The booklet also includes a special chapter on security information on communications at times of emergency, a survey of the position of the work done at the Disarmament Conference, and a complete list of international agreements dealing with the settlement of disputes and security.

Novel features are a chronological table of the entry of the Member States, and maps of the world and of Europe showing which countries are Members of the League. To the chronological table of the sessions of the Council has been added a list of Presidents and a graph showing the changes in the composition of the Council through the election of the non-permanent Members.

The illustrated section has been enlarged and now contains photographs of the Presidents of the Assembly, the Presidents of the Council, and the two Secretaries-General of the League.

The full text of the Covenant is reproduced at the end of the book. Concisely written, "Essential Facts" will appeal to diplomatists, politicians, publicists and journalists, and will undoubtedly enable students at universities and at advanced schools of international studies to obtain a better understanding of the machinery and working of the system of international co-operation set up by the League.

"Essential Facts" is already obtainable in English, French and Italian. German and Spanish editions are to follow in the near future.

LEAGUE OF NATIONS
PUBLICATIONS DEPARTMENT
GENEVA