preliminary analysis will no doubt serve as a basis for a study of the different types of legislation, and more particularly as a comparison of the laws in the different countries.

(b) Application of Legislation in the Different Countries. — The Consultative Committee was interested to learn further that the persons entrusted with the examination of the legal problems are extending their study to the application of the laws and the administrative measures taken by the Governments in the different countries. These researches will undoubtedly bring out the trend of the economic policy followed by the public authorities in the application of the existing laws. A knowledge of these tendencies is necessary to supplement the study of the actual legislations.

The Committee hopes that a report setting forth the results of the work on points (a) and (b) will be submitted to it at its next session.

(c) Subject and Character of International Agreements and Cartels. — The development of international agreements and their present economic importance formed the subject of keen discussion in the Consultative Committee. The increasing importance of these agreements in their various forms cannot escape attention. It was not suggested that they were in themselves necessarily detrimental to economic life in general, but emphasis was again placed on certain dangers which consumers — individuals or countries — consider possible if industries grouped together in cartels follow a policy defined as unsound by the recommendations of the World Economic Conference.

Certain members held that it would be difficult to secure a reduction of tariffs unless private international agreements were first made reconciling the conflicting interests of the different countries. In order to obviate certain suggested dangers, they considered that co-workers and workers should be enabled to exercise a suitable influence in addition to a supervision by the public authority.

The great majority of the Members of the Consultative Committee, on the other hand, basing their point of view upon the resolutions of the Economic Conference of 1927, were of the opinion that ententes were only one of many factors which had to be taken into consideration in connection with tariff policy.

The Consultative Committee is glad to note the impetus which has been given to studies of cartels in relation to international Customs and commercial policy, the inter-relation between the two having been emphasised in the course of the discussion. It would like these studies to be linked up with the enquiries into special branches of industry, in addition to any study that may be made of the problem as a whole.

The Economic Conference also recommended that the League should study the practical development and effects of international industrial agreements and the Consultative Committee was therefore interested to learn that the Economic Committee is taking steps to collect the fullest possible information regarding such existing agreements, their object, scope and organisation, and the part they play in the economic system as a whole.

The Consultative Committee is aware of the difficulty of bringing together all the information available in this field. Nevertheless, it requests the Economic Committee to consider whether a special annual report could not be issued containing the most important information published on international cartels. As far as possible, this publication should also note the effects which might be attributed to international industrial agreements on technical progress, development of output, labour conditions and prices.

The Consultative Committee notes that the Economic Committee, in its general work on this subject, and in the studies it is now making on the subjects of coal and sugar, is following the principles laid down by the Economic Conference, which considers that the League should closely follow the course of events, collect information and publish all that is of general interest.

The Consultative Committee feels sure that the Economic Committee will continue its work in this field, as in the others, in the most judicious manner; it would perhaps be desirable to secure the collaboration of experts for the study of these complex problems.

The Economic Committee has already conducted a special enquiry regarding certain branches of industry such as coal and sugar. The consideration of the existing agreements and their possibilities of action in connection with these special studies has an important bearing on the study of the cartel problem as a whole.

4. Coal.

The Consultative Committee has noted with special interest the report of the Economic Committee on the problem of the coal industry. It appreciates the consistent care and thoroughness with which this difficult and serious problem is being considered.

It is glad to note that, in the enquiry, consideration has been given to the general principles laid down in the World Economic Conference report both as regards commercial policy and as regards international industrial agreements, and that the questions of wages and conditions of labour, although these are primarily matters for the International Labour Office, have not been left out of account.

The procedure which has been adopted appears to be well advised, and the Committee expresses the hope that the enquiry may continue on the widest possible basis in the form of joint or separate consultations, as the Economic Committee may at each stage judge to be desirable.

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The interim report which has now been presented, the general picture which it affords of the main features of the world coal industry and the discussions to which it is giving rise in a number of countries will doubtless be of very valuable assistance to the future work on the problem. In particular, the views expressed by different members during the course of this meeting will doubtless be taken into careful account. In view, however, of the fact that the Economic Committee has not yet concluded its consultations, the Consultative Committee thinks that it would be unwise itself to express at this time a collective opinion on the matters under consideration beyond emphasising the importance it attaches to the continuation of the enquiry now being undertaken.

While reserving for discussion at a later meeting the suggestions furnished by the experts already consulted, the Committee hopes that in the meantime the Economic Organisation will periodically continue to collect and revise statistical and other information bearing upon the coal problem.

5. Sugar.

The Consultative Committee has received the excellent reports by M. Prinsen Geerligs, M. Licht and M. Mikusch, the three experts invited to write on the principal features of the sugar industry. It notes that the Economic Committee has had consultations with persons representing the sugar industry, and is proposing to have further consultations with beetroot-growers. As no special memorandum has yet been received from the Economic Committee, the Consultative Committee will content itself with expressing the hope that it may have a report on the whole of the problem at its next session.

4. Agriculture.

1. Appointment of Agricultural Experts.

The difficulties and the special point of view of agriculture have again taken a considerable place in the discussion of the Committee. The importance of bringing them within the scope of the general economic activities of the League was strongly emphasised, and the principle of the interdependence of the industrial, commercial and agricultural factors was reaffirmed. In these circumstances, the Committee suggests that the League should appoint a small number of qualified agricultural experts who would be associated with the Economic Organisation in such a way as to make their assistance most practical and effective. Such experts would doubtless include, with others, some persons already in close contact with the work of the League and others connected with the International Institute of Agriculture. It is not, however, suggested that the latter persons should represent the Institute, which is an independent organisation, but that they should sit as technical advisers in the same way as the other members of this committee of experts.

In this way, the Committee trusts that the Economic Organisation of the League would always be kept in touch both with the questions and with the points of view of special interest to agriculture.

2. Campaign against Diseases of Animals.

The Consultative Committee has been informed of the progress made up to the present by the Sub-Committee of Veterinary Experts working under the Economic Committee's direction. On this matter, it has also heard the observations and declarations of certain of its members who are specially interested in this question.

Convinced that the international trade in animals and animal products is of great importance in the commerce between nations, the Consultative Committee is inspired by the same principle that guided the delegates of many countries who, when accepting in Article 4 of the Prohibition Convention the maintenance of prohibitions intended to protect the health of animals, made it an express condition that these prohibitions "are not applied in such a manner as to constitute . . . . a disguised restriction on international trade".

The Economic Committee has rightly based its action on the principle that a prerequisite of any agreement concerning veterinary questions is that each country shall take effective measures against diseases.

1 Certain members were opposed to the creation of a special Committee of agricultural experts. M. BREBBIA, replacing M. de Michels, President of the International Institute of Agriculture, also made a reservation on this question on behalf of that Institute.
The Consultative Committee is informed that, after a very full preliminary enquiry, it was found possible to agree unanimously on common principles with regard to the necessary conditions for a sound organisation of veterinary services and with regard to the preparation of veterinary bulletins and their exchange between one country and another.

The principles thus fixed by the experts have been almost unanimously approved by a large number of countries, whose organisation, moreover, appears to be mainly in conformity with those principles.

The Consultative Committee trusts that all the countries here represented will, without exception, consider it a duty freely to exchange information and thus contribute, each for its part, towards the advancement of science.

It notes that the principles relating to the preparation and exchange of veterinary bulletins have been drawn up in close collaboration with the International Institute of Epizootics and that the Committee of Experts will proceed to an exhaustive examination of all the measures applied by the different States to the transit, exportation and importation of animals and animal products. The Consultative Committee awaits the results of these enquiries with confidence and expresses the hope that the work now being done in this important matter will be energetically pursued so as to arrive at concrete results as soon as possible.

3. Diseases of Plants.

The Consultative Committee notes that the Economic Committee intends to devote its attention at the earliest possible moment to studying the economic aspects of the campaign against the diseases of plants, with special reference to the possibility of reconciling the necessities of this campaign with the legitimate requirements of export trade.

The Economic Committee will shortly be in possession of the Convention for the Protection of Plants against Disease, which is the outcome of the International Conference convened in April last at the instance of the International Institute of Agriculture at Rome.

This Convention will furnish the Economic Committee with the scientific and technical data necessary for its future work, which should be directed, on the basis of the guarantees recognised as necessary, towards alleviating the difficulties which a too-rigid application of phytopathological measures may from time to time put in the way of the development of the international trade in plants.

4. Investigation of Agricultural Depression.

The Consultative Committee invites the Economic Committee during the coming year to consider whether it is desirable to organise an investigation of the present serious depression of agriculture in many countries, taking into account the special difficulties both of exporting and importing countries.

The Consultative Committee has been informed that the results of an enquiry by the International Institute of Agriculture are available for this purpose.

5. Information on the State of Agriculture.

In view of the special difficulties with which agriculture is faced, the Consultative Committee urgently recommends that the Economic Organisation of the League should continue and expand its studies concerning the comparative prices of agricultural and industrial products; and further invokes the Economic Organisation of the League to study to what extent, with the aid of the International Institute of Agriculture, comparable statistical series and indices of the state of agriculture may be formulated.

The Economic Consultative Committee recommends that all States should collaborate in the world agricultural Census which is being undertaken in 1929 and 1930 by the International Institute of Agriculture.

6. Co-operation between Agricultural and Consumers' Co-operative Societies.

The value of direct relations between agricultural and consumers' co-operative societies was stressed by the World Economic Conference in the following terms:

“Agricultural co-operative societies will contribute to a still greater rationalisation of economic life in proportion as they develop their relations with the consumer's co-operative societies.

“Direct commercial relations between producers and consumers and between associations of producers and of consumers eliminate superfluous intermediaries and, when they are sufficiently widespread, result in the establishment of prices which are advantageous for both parties.

“These efforts of agricultural and consumers' co-operative organisations should be encouraged and furthered by the creation of a committee representing national and international co-operative organisations of agriculturists and of consumers—a committee which should be entrusted with the establishment of a programme of research and documentation, as well as with the task of elucidating the lessons taught by past experience, with a view to bringing about new achievements.”
While the Economic Consultative Committee encourages these and other methods of effecting economies, it nevertheless wishes to express its belief that the function of the wholesaler and retailer is and will continue to be useful and important.

The representatives of consumers' co-operative organisations, in agreement with the representatives of agricultural organisations, express once more the desire that the Economic Organisation should consider as soon as possible the best method of bringing together agricultural organisations and consumers' co-operative societies.

5. ECONOMIC TENDENCIES AFFECTING THE PEACE OF THE WORLD.

In its last report, the Consultative Committee recommended that the Economic Organisation should undertake a preliminary study of some of the more important principles and tendencies in financial and economic policy and practice which tend to create or to destroy conditions favourable to peace. The Committee also expressed the hope that the attention both of Governments and the public could be secured for this most important aspect of economic problems.

During the past year, the Economic Committee has decided upon its procedure and has begun to apply it. It has consulted several economists and is consulting others. It will get into touch with universities and other institutions which encourage and direct research and discussion on economic and other international questions; to this end it will submit to the Council of the League a general statement intended for publication.

The Consultative Committee hopes that the work undertaken will be pursued as rapidly as possible and that, at its next session, it will be asked to consider a report which will enable the Committee itself to embark upon a study of the results that may be achieved during the ensuing year. The Consultative Committee is of opinion that the interdependence of the political and economic factors which tend to create or destroy the conditions favourable to peace is becoming more and more evident and that it is desirable to interest both institutions and individuals in the study of the mutual reactions of these factors. The Committee is sure that the publication of these enquiries will exercise a useful influence on public opinion and on policy.

6. PURCHASING POWER OF GOLD.

The Economic Consultative Committee has learnt with great satisfaction that the Financial Committee has proposed and that the Council has approved the constitution of a special Committee "to examine into and report upon the causes of fluctuations in the purchasing power of gold and their effects on the economic life of nations". It is also pleased to hear that the Secretariat is making good progress in the collection of data and that this work is being actively continued.

The Consultative Committee desires to take this opportunity of stressing once more the extreme importance of this question and to express the hope that the special Committee which is to examine it will be constituted at the June sessions of the Financial Committee and the Council, and will be able to begin its work without delay.

7. DOUBLE TAXATION AND FISCAL EVASION.

The Consultative Committee has noted with interest the progress achieved during 1928 in the work undertaken under the auspices of the League of Nations in regard to double taxation and fiscal evasion.

It further hopes that the draft conventions set out in the report of the Government experts (document C.562.M.178.1928.II) will provide an effective instrument for avoiding, or at any rate greatly diminishing, the evils resulting from double taxation and tax evasion.

In these circumstances, it sincerely hopes that these drafts will be applied on an extensive scale as possible and welcomes the Council resolution of December 14th, 1928, recommending Governments "to begin negotiations for the conclusion of conventions for the avoidance of double taxation and fiscal evasion" and expressing the hope "that the texts adopted for the avoidance of double taxation and fiscal evasion will depart as little as possible from the draft Conventions recommended by the Government experts".

The Consultative Committee hopes that past and future efforts in this direction will lead to the establishment of a whole network of conventions for the avoidance of double taxation and tax evasion, without hampering the free movement of capital by fiscal measures. It feels that the work of the experts in the domain of double taxation forms an indispensable counterpart to the Economic Committee's endeavours to ensure freedom of circulation for persons and goods.

For all these reasons, the Consultative Committee welcomes the creation of the Fiscal Committee, whose essential task will be to promote the opening of negotiations for the avoidance of double taxation and tax evasion. The Fiscal Committee will also be of invaluable assistance to the Council in all matters connected with taxation.

8. WORK OF VARIOUS INTERNATIONAL ORGANISATIONS.

The Committee has noted the statement as to action taken by various non-official international organisations—the International Chamber of Commerce, the International Union of League
of Nations Societies—and certain specialised conferences, such as the Baltic and White Sea Conference, the International Agriculture Commission, the International Shipping Conference, the International Parliamentary Conference on Commerce and the International Peace Congress at Berne.

These reports are valuable both for the information they contain and because they indicate that public opinion is alive to the issues which are being discussed and decided under the auspices of the League, that knowledge of the concrete problems is being acquired and disseminated and that there is in existence a strong body of opinion which desires and actively promotes the application of the principles laid down by the World Economic Conference which it is the duty of the Economic Consultative Committee to follow. Accordingly, the Committee warmly welcomes all such manifestations.

The International Chamber of Commerce has continued to place at the disposal of the Committee the results of its consistent and careful work upon a number of questions which come within the scope of the present report. It has afforded direct assistance to the Committee both through the report it has submitted and through the valuable help of its representatives upon the Committee, and the influence of its members in their several countries is, of course, an important factor in securing the adoption and application of the policies of the Economic Conference.

A less direct but valuable contribution has been brought this year by the International Union of League of Nations Societies, and in particular by the International Economic Conference at Prague organised by that body and attended by representatives of twenty international organisations of an economic and social character. The Consultative Committee has taken note of the resolutions of this Conference which both gave general support to the economic work of the League and made specific suggestions which will doubtless be examined by the Economic Organisation. One particular suggestion was the creation of an auxiliary international economic committee attached to the International Union of League of Nations Societies.1

C. WORK OF THE FINANCIAL COMMITTEE.

INTRODUCTION.

The outstanding events during the period under review with regard to the work of the League in the financial field were the issue of the Bulgarian Stabilisation Loan, the request for a loan by the Saar Governing Commission, the preparation of the draft Convention for Financial Assistance, the adoption of a Convention for the Suppression of Counterfeiting Currency, the general meeting of Government Experts on Double Taxation and Tax Evasion, the decisions to create a special Committee to examine the problem of the purchasing power of gold and a special Committee for taxation questions (Fiscal Committee).

Moreover a great deal of detailed work was accomplished by the Financial Committee concerning monetary stabilisation in Greece, the monetary and banking reform in Estonia, the settlement of refugees in Greece and Bulgaria, the financial consequences of the Greco-Bulgarian emigration, the balances of the Austrian and Hungarian Reconstruction Loans, etc.

Most of these activities are dealt with in the following pages.2 The draft Convention on Financial Assistance is discussed in a separate section of the present report (see p. 28).

1. PURCHASING POWER OF GOLD.

The Council in 1928 invited the Financial Committee to consider to what extent and in what way the League of Nations could most usefully assist in the study and solution of the problem of undue fluctuations in the purchasing power of gold. The Committee held a first exchange of views during its session in September 1928. It discussed the best method of arranging for a study of the various questions involved, and asked the Secretariat to compile certain information.

The Committee again considered the question during its session in December 1928. It came to the conclusion that there was considerable disagreement, and often lack of knowledge, as to the basic facts. It accordingly recommended that a systematic international study should be made and suggested the appointment of a special committee to "examine into and report on the causes of fluctuations in the purchasing power of gold and their effect on the economic life of the nations". This proposal was approved by the Council during its session in December 1928.

In its report on its March session the Financial Committee stated that it hoped to be in a position to submit to the Council in June a complete list of names of all the members of the

1 The Report of the Economic Consultative Committee on the Work of its Second Session contains also a very interesting general statement on world economic conditions in 1928.

2 For further information, see chiefly the printed reports of the Financial Committee to the Council and the Council Minutes.
Special Committee. Good progress is meanwhile being made in the collection of data which the Secretariat is compiling with regard to the whole question.

The Economic Consultative Committee which met in May 1929 took the opportunity of stressing once more the importance of the question of the purchasing power of gold and of expressing the hope that the Special Committee would be constituted at the June sessions of the Financial Committee and of the Council and would be able to begin its work without delay.

2. BULGARIA.

A. Stabilisation Scheme.

During September 1928, the negotiations for the preparation of the Bulgarian Stabilisation Scheme\(^1\) were brought to a satisfactory conclusion and the Assembly during its ninth session expressed the hope that the issue of the loan necessary for the execution of the scheme would meet with complete success.

Stabilisation Loan.

Immediately after the session of the Assembly, the Bulgarian Finance Minister got into touch with the principal foreign money markets, and towards the end of October his efforts led to the conclusion of a loan contract, which was ratified by Parliament on November 15th, 1928.

The loan was issued in three blocks:

1. A block of £1,800,000 issued in London on November 23rd, 1928, of which £100,000 was taken up by a syndicate of Czechoslovak banks and £200,000 by the Amsterdam market;

2. A block of $13,000,000 issued in New York on December 3rd, 1928, of which $1,000,000 were placed in Belgium, $1,500,000 in Italy and $1,500,000 in Switzerland;

3. A block of 130,000,000 francs issued in Paris on November 21st, 1928.

The issue yielded just over £5,000,000 which, in accordance with the Protocol, is being allotted as follows:

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Bank</td>
<td>1,500,000</td>
</tr>
<tr>
<td>Agricultural Bank</td>
<td>500,000</td>
</tr>
<tr>
<td>Central Co-operative Bank</td>
<td>150,000</td>
</tr>
<tr>
<td>Budget arrears</td>
<td>1,100,000</td>
</tr>
<tr>
<td>Means of communication</td>
<td>1,250,000</td>
</tr>
<tr>
<td>Earthquake expenditure</td>
<td>500,000</td>
</tr>
</tbody>
</table>

The successful issue of the loan has made it possible to put the stabilisation scheme into execution.

Stabilisation Law.

By a special Law of November 22nd, 1928\(^2\), a new currency — the gold lev — has been introduced, which is in a fixed relation to gold — 92 gold leva being equivalent to 1 gramme of fine gold.

Central Bank.

The position of the Bulgarian National Bank has been greatly strengthened. Not only have the new Statutes come into force, but as a result of the loan the Bank's holdings of gold and gold exchange have approximately doubled. Also more than one milliard of the Bank's locked-up assets, including some 640 million leva of State debt, were realised. Since the end of 1928 the proportion of cover has been at a level between 45 and 51\(^\%\) per cent.

Budget.

The Bulgarian Government, on the signature of the Protocol of 1928 for the Stabilisation Loan, at once applied its provisions with regard to the budget and began to publish monthly budgets and closed accounts and further monthly information on the situation of the public finances which, in the opinion of the Financial Committee, should prove most useful to the governmental machinery and to the credit of the country, both at home and abroad.

The budget for the financial year 1928-29 fulfilled the conditions of the Protocol of March 1928. The Bulgarian Government was required by the Protocol to keep the ordinary and extraordinary budget for that year within the limit of 6,750 million leva. The budget for 1928-29 shows receipts amounting to 6,787.7 million leva as compared with an expenditure of 6,750 million leva. Moreover, the estimates show a surplus from special funds of 49 million leva leaving a total surplus of 87 millions. The closed accounts for the first nine

\(^1\) For documents regarding the Bulgarian Stabilisation Scheme, see document C.338.1928.

\(^2\) For the complete text of the Stabilisation Law, see the ninth quarterly report of the League Commissioner in Bulgaria (document C.570.1928, p. 12).
months of the financial year 1928-29 show an excess of 84 million leva above the estimates. This satisfactory result is due to the system of monthly budgets, now in application, and to large increases in the revenue collections.

Several reforms are yet to be effected in the administration of the public finances, such as the actual incorporation in the budget of all special funds, the reform of the public accountancy system, the introduction of a complete and permanent system of treasury control and a reduction in the number of Government officials. This work as well as the reform of the railway administration is being continued.

B. Settlement of Refugees.

The settlement of the Bulgarian refugees is making satisfactory progress. It is now practically certain that the Refugee Settlement Loan of 1926 will be sufficient for the completion of the work of settlement as projected.

Before the winter of 1928-1929, land had been definitely allocated to nearly 80 per cent of the refugees, while 5,000 allotments had already been surveyed and were available for distribution before agricultural work was resumed in the spring of 1929. Further progress is being made with the distribution of seed, live-stock and agricultural material. In 1928 the number of buildings completed was from four to five times greater than in 1927. The work of ploughing and clearing the land, the draining of marshes and the construction of the Rakovski-Mastanla Railway is being actively continued. The railway is now working for a length of forty-one kilometres from Rakovski.

In the beginning of November 1928, out-of-door work for the settlement of the refugees was necessarily suspended, and could not be actively resumed until May 1929. Good use, however, was made of the winter season for the preparation of new contracts for the construction of houses.

The Commissioner of the League hopes that the rate of progress of the work of house construction will increase during the present year.

3. GREECE.

A. Public Finances.

The Financial Committee has been continually kept informed of the development of the financial situation in Greece as a result of the monetary stabilisation which was effected in the beginning of 1928. In accordance with the Protocol of September 1927 the Greek Government has been submitting reports every three months on its budget situation. The Committee has also had repeatedly the advantage of exchanges of views with representatives of the Treasury and of the Bank of Greece.

The current budget position is generally satisfactory, although the Financial Committee has pointed out that equilibrium tends to be secured at a slightly higher figure than had been contemplated and prudent management will continue to be necessary.

The agreement for a loan of $12,167,000 on favourable terms from the United States Government was ratified by Congress early this year. This loan, which forms a part of the Stabilisation Loan of 1928 will be spent on refugee settlement and is a valuable contribution to the completion of this work.

The situation of the Bank of Greece has developed most satisfactorily during its first year. The proportion of cover amounts to about 53 per cent.

B. Settlement of Refugees.

During the period under review the work for agricultural settlement consisted chiefly in consolidating the settlements made in previous years and it is now entering upon its last stage. With regard to urban settlement, good progress was made in the carrying-out of the building programme of 10,000 houses which is to be completed by the end of 1929. (For details, see quarterly reports of Greek Refugee Settlement Commission.)

The Financial Committee discussed in March, with the representatives of the Greek Refugee Settlement Commission, the general programme of the work remaining to be done. It arranged to discuss the matter further with the Commission at its next session and will report to the Council in due course.

4. SAAR BASIN: PROPOSED LOAN OF THE GOVERNING COMMISSION.

The Chairman of the Saar Basin Governing Commission informed the Secretary-General of the League, in a letter dated December 4th, 1928, that the Governing Commission desired to issue a loan, the proceeds of which would be applied to the execution of certain necessary public works, and asked the permission of the Council to develop its plans before the Financial Committee.

The Chairman of the Governing Commission submitted a list of the public works to be executed with the borrowed funds. These included certain improvements to be introduced on the railways and in the postal, telegraph and telephone service, together with various public constructions and public works. It was shown that the interest and redemption charges
in respect of the loan were well within the resources of the Territory. The proposed loan would be somewhere in the neighbourhood of 250 million francs, and it would be necessary to allow for an annuity of, roughly, 20 million francs. This annuity could, in the opinion of the Governing Commission, be met without having to increase existing taxation, which is not in any case unduly burdensome.

The Council referred this proposal to the Financial Committee during its session in December, 1928. The Financial Committee considered the project in March, 1929, when statements were made before the Committee by the President of the Governing Commission and by the members in charge of the Departments of Finance and of Public Works.

Certain technical problems arose which appeared to the Committee to need further consideration, and the Committee hopes to be able to offer final suggestions on these points during the session to be held in June 1929.

5. GRECO-BULGARIAN EMIGRATION.

The agreement concluded between the Greek and Bulgarian Governments in December 1927, with the assistance of the Financial Committee, regarding certain financial obligations resulting from the emigration between Greece and Bulgaria, has been ratified by both countries, and the instruments of ratification were deposited in Geneva by both Governments in March 1929.

The Chairman of the Mixed Greco-Bulgarian Emigration Commission has on several occasions consulted the members of the Financial Committee on financial questions.

D. INTERNATIONAL CONFERENCES AND CONVENTIONS

THE PREPARATIONS FOR WHICH HAVE BEEN MADE BY THE ECONOMIC COMMITTEE.


The results of the two International Conferences held in July 1928, which led to the conclusion of the four economic agreements mentioned above, were given in the report to the last ordinary session of the Assembly.

The entry into force of the Convention on Prohibitions and the Supplementary Agreement thereto, which have been signed by twenty-nine countries, is conditional upon their being ratified by eighteen countries before September 30th, 1929. The two Agreements concerning the Export of Hides and Skins and of Bones cannot come into force unless they are ratified before July 1st, 1929, by all the signatory States, i.e., by twenty countries.

The four agreements have so far been ratified by one country only, namely, Great Britain. The Secretariat has been officially informed that a draft law providing for ratification has been approved by the Parliaments of two other countries, Belgium and Sweden. Draft laws providing for ratification are now before the Austrian, German and Netherlands Parliaments. In several other countries (Czechoslovakia, Denmark, Estonia, Finland, France, Hungary, Italy, Japan, Luxemburg, Norway, Roumania, Kingdom of the Serbs, Croats and Slovenes) similar draft laws are in course of preparation.

The question of the ratification of these international agreements, and in particular of the Convention on Prohibitions, is receiving the constant attention of the Economic Committee and of the Council.

In its report on the work of its session held in October 1928 the Committee thought well to draw the Council's attention to the urgency of obtaining the ratification of this Convention, stating that:

"The Committee has already more than once impressed on the Council the great importance of the Convention on Prohibitions as a guarantee of greater liberty of commerce. In this case the delay in ratifications may be specially detrimental to the interests of international trade, in that the coming into force of the Convention is conditional on its being ratified within a given time by fourteen specifically named countries. If the ratifications are not received by the expiration of that period, the results gained will have to be reconsidered. At the same time, the application of the two international agreements relating to the exportation of hides and skins and of bones, to which the Economic Committee attaches particular importance as being a first step in the direction of the collective agreements on Customs matters recommended by the Economic Conference, would be compromised."

At its meeting on December 13th, 1928, the Council, after taking note of the Committee's report, adopted the following resolution:

"Requests the Secretary-General to remind the Governments of States that signed the Convention for the Abolition of Import and Export Prohibitions and Restrictions of November 8th, 1927, the Supplementary Agreement of July 11th, 1928, and the two
Agreements concerning the Export of Hides and Skins and of Bones dated July 11th, 1928, of the importance which the Council and the Economic Committee attach to the entry into force of these agreements as soon as possible;

"Without prejudice to the decision of the States concerned, the Secretary-General will intimate to the Governments which have signed these instruments the Council's desire that they should begin to take the necessary steps for ratification, regard being had to the fact that a considerable part of the time-limit laid down in these agreements has already elapsed."

In March 1929 the Council again examined the question, and, in view of the early dates fixed by the agreements for the deposit of ratifications, instructed the Secretary-General "to draw the attention of Governments once more to the urgency of ratification, and to inform them that the Council would greatly regret if these agreements could not be put into force for lack of a sufficient number of ratifications".

2. INTERNATIONAL CONFERENCE RELATING TO ECONOMIC STATISTICS.

The International Conference relating to Economic Statistics, which was called in pursuance of a resolution adopted by the Council at its forty-ninth session in March 1928, met at Geneva from November 26th to December 14th, 1928, under the presidency of Professor Rappard, member of the Permanent Mandates Commission of the League of Nations, late Rector of the University of Geneva. The following States were represented at the Conference: Australia, Austria, Belgium, Brazil, Bulgaria, Canada, Cuba, Czechoslovakia, Danzig, Denmark, Ecuador, Egypt, Estonia, Finland, France, Germany, Great Britain and Northern Ireland, Greece, Hungary, India, Italy, Japan, Latvia, Luxembourg, Mexico, Netherlands, Nicaragua, Norway, Paraguay, Poland, Portugal, Roumania, Kingdom of the Serbs, Croats and Slovenes, Siam, South Africa, Sweden, Switzerland, Turkey, Union of Socialist Soviet Republics, United States of America, Uruguay, and Venezuela.

The Economic Committee of the League of Nations, the Committee of Experts for the Unification of Customs Nomenclature and the Special Committee on Communications and Transit were also represented, and delegations of the International Chamber of Commerce and the International Institute of Agriculture attended in an advisory capacity.

The Conference was the outcome of protracted preparatory work initiated in 1922 by the Economic Committee on the instructions of the Council. This work was conducted throughout in close co-operation with the International Institute of Statistics. At later stages, the help of the International Institute of Agriculture and the International Chamber of Commerce also contributed largely to its success.

A Convention and Protocol were adopted at the close of the Conference and have so far been signed by twenty-six States, namely: Austria, Belgium, Brazil, Bulgaria, Czechoslovakia, Danzig, Denmark, Egypt, Estonia, Finland, France, Germany, Great Britain and Northern Ireland, Greece, Hungary, Italy, Japan, Latvia, Luxembourg, Netherlands, Norway, Poland, Portugal, Roumania, Kingdom of the Serbs, Croats and Slovenes, and Switzerland.

A Final Act was also adopted containing a number of recommendations and resolutions relating to further work to be undertaken for the assimilation and development of economic statistics.

The Convention covers a very wide field. It involves definite obligations in respect of both the scope of national economic statistics and the methods to be applied in the compilation of statistics of international trade. It provides further for the adoption of certain guiding principles in the compilation of statistics of fisheries, of mineral and metallurgical output, of indices of industrial activity and of censuses of industrial and agricultural production.

The minimum programme of economic statistics which the signatory States undertake to publish embraces the occupied population, the land on which, or the establishment in which, that population is occupied, the products of their industry, the international exchange of those products and the variations in their prices.

With regard to the methods to be applied in the compilation of statistics of international trade, not only was agreement reached on the vexed question of the definition of the terms of general, special and transit trade, but systems of valuation, generally uniform in nature, will in future be applied, and the statistics themselves will relate to the whole political territory of the several States (i.e., including free ports, free zones, etc.) and not merely the Customs area. When the Convention comes into force, these provisions will go far to remedy the present lack of comparability between the national statistics of external trade.

It was not possible to secure, in respect of industrial statistics, an agreement relating to method as comprehensive in scope or as binding in character as that achieved in respect of statistics of international trade. But the principles laid down will none the less serve a useful purpose in directing future development along common channels.

The Convention was so drafted as to apply with a degree of obligation which varies according both to the class of statistics and to the economic or statistical development of each country. The obligation assumed by the most advanced countries is wider than that assumed by those for whom the adoption of the minimum programme will in itself constitute a definite advance. It was possible by this means to reduce the number of reservations to a minimum.

The Convention provides that as soon as it has come into force a Committee of Technical Experts shall be appointed to further the work which the Conference began. This Committee...
will, in the first place, study certain problems which are not ripe for international agreement, and, in the second place, make suggestions for the improvement or amplification of the Convention or for the promotion of international uniformity in respect of classes of economic statistics not dealt with in the Convention. It will also have to examine any suggestions towards these ends which may be submitted to it by the Governments of the High Contracting Parties.

At its fifty-fifth session in March 1929, the Council referred to the Economic Committee for consideration the questions of the composition of this Committee of Experts and its relation to the Economic Organisation of the League. It was also seized of a certain number of resolutions and recommendations, contained in the Final Act of the Conference which called for action on its part. At the request of the Council the Secretary-General has taken the necessary steps to put into effect Recommendations 2 and 3 (relating to possible agreements between States with highly-developed statistical systems with regard to statistics not dealt with in the Convention) and Recommendation 11 (relating to the preparation of a complete list of ports open to international trade). Other recommendations and resolutions were submitted to the Economic Committee for examination (for action taken by the Economic Committee, see the chapter of this report entitled "Work of the Economic Committee").

The Convention will come into force on the ninetieth day following the receipt by the Secretary-General of ratifications or accessions on behalf of not less than ten Members of the League or non-Member States. Instruments of ratification have already been deposited on behalf of Norway.

E. INTERNATIONAL CONFERENCES ORGANISED BY THE FINANCIAL COMMITTEE.

1. DOUBLE TAXATION AND TAX EVASION.

The year 1928 marked an important stage in the progress of the work undertaken under the auspices of the League of Nations in regard to double taxation and tax evasion.

The investigations, which were begun as far back as 1921 on the recommendation of the International Financial Conference of Brussels, led to the drafting of four model Conventions in 1927 to serve as a basis for the negotiation of bilateral agreements between States. These four drafts, accompanied by a detailed commentary (document C.216.M.85.1927.II), were submitted to Governments for their opinion and discussed at the general meeting of Government Experts, which met at Geneva from October 22nd to 31st, 1928.

This meeting was attended by the representatives of twenty-seven countries. It approved the drafts submitted to it, modifying them slightly, and added two draft bilateral conventions for the prevention of double taxation in the special matter of direct taxes, these being intended more particularly for the use of countries whose fiscal systems do not distinguish between impersonal and personal taxes or countries whose fiscal systems differ appreciably from each other (document C.562.M.178.1928.II).

A series of drafts therefore exists which have been discussed and approved by the representatives of twenty-seven Governments and which, if applied, would greatly reduce the evils caused by double taxation and tax evasion. In order to bring out the full importance of this fact, it will be enough to point out that, with the tariffs at present in force, the possibility of double taxation constitutes a grave obstacle to the international circulation of capital. In endeavouring to remove this obstacle, a further contribution, which is greatly needed, is being made to the work of the Economic Organisation of the League; the same is being done for capital as the draft Convention on the Treatment of Foreigners attempts to do for individuals, and as the policy pronounced by the World Economic Conference has initiated in the case of commodities.

The prevention of double taxation has, indeed, long since ceased to be a matter for mere theoretical discussion. The Secretariat has collected the existing international Conventions and the provisions of internal law designed to prevent double taxation and tax evasion (document C.345.M.102.1928.II). In this manner there have been collected no fewer than 128 Conventions or texts of laws, all of which are actually in force.

This result is sufficient to show that the problem is undoubtedly a practical one. It emphasises the importance of measures to promote greater uniformity in Conventions applicable in similar cases or to provide a basis for negotiations between countries which have not hitherto been able to negotiate because their respective fiscal systems were too dissimilar. There can be no doubt that a worldwide network of Conventions such as those which the experts recommend would largely mitigate the evils at present caused by double taxation and tax evasion.

Draft Conventions are, however, inadequate for the prevention of double taxation. It is necessary above all to guard against any relaxation of effort. It is necessary to follow up all progress achieved, to give such progress publicity, and constantly to call attention to what has still to be done. This was realised by the Government experts, who adopted the views already expressed by the technical experts and recommended, by a unanimous decision of the twenty-seven States represented, the creation, within the framework of the League organisation, of a Committee to study taxation questions. This Committee, whose work covers a wide field, was constituted by the Council at its session in December 1928.

The Committee will consist of about twelve members; but, following the plan adopted in the case of the Economic Committee, the Council may appoint, in countries which have no titular member on the Fiscal Committee, a corresponding member who will follow the Committee's work, be able to participate therein when called upon to do so, and receive all the Committee's
documents. As the corresponding members will be kept constantly informed of the work of the Fiscal Committee, they will be able to give the administrations of their respective countries the benefit of this work, and they will thus be the natural leaders in their countries of the movement against double taxation.

These corresponding members will probably be chosen at the Council session in June 1929, at the same time as the titular members of the Committee. The Committee will thus be able to hold its first session before the end of the present year.

2. COUNTERFEITING CURRENCY.

At the beginning of 1928 the draft Convention for the suppression of counterfeiting currency which had been prepared by the Mixed Committee was communicated to all States Members and non-Members of the League of Nations for their opinion.

By December 1928 observations on the draft Convention had been received from thirty-one Governments, and, in accordance with the decisions of the Council, a diplomatic Conference for the adoption of a Convention for the suppression of counterfeiting currency was convened by the Secretary-General under the auspices of the League of Nations, to meet at Geneva on April 9th, 1929.

The Conference was attended by delegations from thirty-five States. It drew up a Convention with a Protocol and Final Act, which was signed by the following countries: Albania, Austria, Belgium, China, Colombia, Cuba, Czechoslovakia, Danzig, Denmark, France, Germany, Great Britain and Northern Ireland, Greece, Hungary, India, Italy, Japan, Luxembugh, Monaco, the Netherlands, Poland, Portugal, Roumania, Kingdom of the Serbs, Croats and Slovenes, Switzerland, and the Union of Socialist Soviet Republics.

The object of the Convention is to render more effective the prevention and punishment of counterfeiting currency. To this end the Convention provides rules for unifying, to a certain extent, the penal laws of the signatory Powers and for the centralisation and co-ordination of police action in the various countries. With regard to this latter point the Convention provides that a Central Office shall be established in each country to investigate cases of counterfeit currency. There are stipulations regarding the organisation and working of these offices and the institution of a Central International Office with which the national offices will correspond.

The Convention is open to all States Members of the League and to all non-Member States invited to accede, and it will come into force when five ratifications or accessions have been deposited.

The Protocol annexed to the Convention contains indications for the interpretation of certain articles, as well as reservations and declarations made at the moment of signature.

By the terms of the Final Act adopted by the Conference, Governments are invited to take as far as possible, even before ratification, the administrative measures appropriate for the organisation of the services provided for in the Convention, and they are also requested to notify the League of the existence of a Central Office for the prevention of counterfeiting currency. It is provided that, as soon as fifteen Central Offices have been created, the first Conference of the representatives of these Offices may be summoned by the Council. It is suggested that, pending the creation of an International Central Office, Governments should continue to make use of the Office established by the International Criminal Police Commission at Vienna. It is further recommended that the League should consider the desirability of preparing an international convention for the prevention of counterfeiting other securities (share and debenture certificates, cheques, bills of exchange, etc.). It is also suggested that rules for the extradition of accused or convicted persons should be unified on an international basis with a view to obtaining a really effective suppression of crime, and that the despatch and execution of letters of request should be regulated by international convention with a view to establishing a uniform system of rules.

* * *

An optional Protocol was prepared and signed by certain delegates to the Conference, under which Contracting Parties may undertake, in their mutual relations, to consider the acts referred to in the Convention as ordinary offences for purposes of extradition.

The optional Protocol has so far been acceded to by Austria, Colombia, Cuba, Czechoslovakia, Greece, Portugal, Roumania and the Kingdom of the Serbs, Croats and Slovenes.

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1 For the full text of these documents, see document C.153.1929.
F. PUBLICATIONS OF THE ECONOMIC INTELLIGENCE SERVICE.

Since the last session of the Assembly the following publications have been prepared and issued by the Economic Intelligence Service of the Economic and Financial Section of the Secretariat:

(b) Memorandum on Production and Trade, 1913 and 1923-1927.
(c) International Statistical Year-Book, 1928.
(d) Monthly Bulletins of Statistics.
(e) A Memorandum on Commercial Banks, 1913-1927, is in preparation.

** A. MEMORANDUM ON INTERNATIONAL TRADE AND BALANCES OF PAYMENTS, 1912-1927 (two volumes). **

In accordance with the resolution adopted by the Assembly during its third session, the Memorandum on International Trade and Balances of Payments has been prepared year by year and has now become a standard work of reference.

The scope of the present edition may be summarised as follows:

Volume I contains a general survey of world trade during the years 1926 and 1927, summary tables giving separately the total imports and exports of sixty-four countries and general tables for all countries of the world, showing trade by value and by weight, trade at 1913 prices and by countries of origin and destination. It contains, in addition, estimates of the balance of international payments of twenty-five States in recent years. These statements have, in the majority of cases, been specially prepared for the League of Nations in a uniform manner.

Volume II contains detailed trade statistics of sixty-four countries for the years 1925, 1926 and 1927 and provisional summary figures for 1928. This volume is a supplement to that published last year in which figures for 1913 and 1922-1925 and notes explaining the manner in which the statistics are compiled, the extent of their comparability, etc., are given.

B. MEMORANDUM ON PRODUCTION AND TRADE, 1913 and 1923-1927.

This memorandum contains a world index of the production of a large selection of raw materials and foodstuffs, a summary survey of the growth of world population and trade and an analysis of the relative movements of the prices of raw materials of mineral and agricultural origin and of manufactured commodities. Complete data are given for 1927 and earlier years, but provisional estimates carry the general survey of production up to the end of 1928 and indicate that the output of raw materials and foodstuffs in that year was over one-quarter greater than in 1913.

C. INTERNATIONAL STATISTICAL YEAR-BOOK, 1928.

This reference handbook was first published at the time of the Economic Conference. The edition was rapidly exhausted and a reprint was necessary. The two subsequent editions have also enjoyed a wide sale. The present volume brings the statistics up to the end of the year 1927 or 1928. It gives in a concise form the more important categories of statistics concerning area and population, including migration movements, production of cereals, textiles, ores and minerals, artificial fertilisers, oil-seeds, etc.; international trade by value and weight, shipping, maritime freights, railways and motor vehicles, public finance (summary of budget accounts, analysis of revenue and expenditure, public debt, etc.), monetary statistics (note circulation, gold and foreign assets reserves, commercial bank deposits, etc.), rates of exchange, wholesale and retail prices, etc.

D. MONTHLY BULLETIN OF STATISTICS.

A considerable number of the more important tables contained in the International Statistical Year-Book are kept regularly up to date in this Bulletin, and the more important monthly economic statistics of the world are given. In the course of the past year a table of indices of industrial production has been added.

Changes in the scope or method of preparing the published statistics are noted and explained in the introductions.
E. MEMORANDUM ON COMMERCIAL BANKS.

The publication of this Memorandum has been delayed owing to the large amount of work which has fallen on the members of the Economic Intelligence Service in connection with the International Conference on Economic Statistics.

II. ORGANISATION FOR COMMUNICATIONS AND TRANSIT.1

The Advisory and Technical Committee met at Geneva from March 15th to 23rd, 1929, to consider the work of the various permanent and technical committees dependent upon it. It also indicated the general lines of future work and began to examine the new questions submitted to it by the Council. The position at the end of the Committee’s session may be summarised as follows in the various spheres covered by its terms of reference:

A. TRANSPORT BY RAIL.

The Permanent Committee for Transport by Rail met immediately before the Advisory and Technical Committee. It took note of the progress achieved by the International Union of Railway Administrations in respect of the standardisation of railway tariff nomenclature, a question to which it had long ago drawn the Union’s attention. The Committee was anxious that the work undertaken by the Union with a view to facilitating the conclusion of agreements for the application of international railway tariffs should be planned in such a way as to render the greatest possible service not only to railway administrations but to business circles both in and outside Europe. It therefore decided to appoint a Committee of Experts to examine the results so far obtained, bearing in mind the efforts now being made to standardise Customs nomenclature and transport statistics and the general importance of the question as it affects European and extra-European countries. The International Railway Union and the International Chamber of Commerce will be invited to send representatives to this Committee.

The Permanent Committee for Transport by Rail also noted the progress being made in connection with the unification of transport statistics, as summarised below. It also recognised that, in addition to the statistics of an administrative and technical character, which are being successfully prepared by the International Union of Railway Administrations, it would be desirable to establish, on a uniform basis, railway transport statistics for various categories of goods, thus making it possible to compare railway transport statistics for the various countries inter se, as well as with the statistics for other means of transport. The Committee is of opinion that the Committee for the Unification of Transport Statistics, with the assistance of specially qualified experts in railway questions, might usefully consider the question of unifying railway transport statistics.

The Committee also submitted various proposals to the Advisory and Technical Committee on the following questions: negotiability of railway transport documents, measures to be taken in case of grave occurrences of a general character affecting routes of communication, and the railway questions raised in the resolutions of the Conference of Press Experts, held at Geneva in August 1927.

On the basis of the proposals put forward by the Permanent Committee on Transport by Rail, and taking into account the recommendations made by the International Chamber of Commerce, the Advisory and Technical Committee has paid particular attention to the question of the negotiability of railway transport documents. Such documents are not generally regarded as negotiable in the various countries of continental Europe. The situation in this respect, however, is different in America. The negotiability of railway transport documents would seem to be a matter of real interest from an economic and financial point of view and likely—if introduced into countries where the system is at present unknown—to be of great assistance, in certain cases at least, in solving the problem of combined transport by rail and water, with a single transport document.

The Committee adopted the following resolution on this subject:

“The Advisory and Technical Committee for Communications and Transit;

“Recognising the importance attaching to the study of the question of the negotiability of railway transport documents;

“Noting that the Committee on Negotiable Railway Transport Documents of the International Chamber of Commerce has recognised the economic and financial utility of such documents:

“Invites its Chairman, in accordance with the request submitted by the Permanent Committee on Transport by Rail, to appoint a special Committee of Enquiry, the composition of which will be determined in agreement with the Chairman of the Permanent Committee on Transport by Rail. The report of this special committee will be addressed

1 This chapter reproduces the Report of the Advisory and Technical Committee for Communications and Transit on the work of the Communications and Transit Organisation between the ninth and tenth ordinary sessions of the Assembly.
to the Advisory and Technical Committee, it being understood, however, that it will first be examined by the Permanent Committee on Transport by Rail.

"The International Railway Union and the International Chamber of Commerce will be invited to send a representative to this Committee."

B. INLAND NAVIGATION.

On the proposal of the Permanent Committee for Inland Navigation, which met during the session of the Advisory and Technical Committee, the Advisory Committee examined the question of the unification of river law. Work on this subject was begun some years ago, and reports have from time to time been submitted to the Assembly.

A special Committee was first appointed to prepare a draft Convention for the unification of river law applicable to navigation on the great waterway systems of continental Europe. This seemed to be an important step in view of the great number of countries at present bordering on international waterways and the work now being undertaken to connect the international Rhine system with the Danube system. The unification of river law would greatly facilitate international inland navigation and would make it possible to place credits for shipping enterprises on a firmer basis, by means of a unified system of river mortgages.

This special Committee has now almost finished its work, and has prepared a draft Convention dealing with the registration of vessels employed in inland navigation, the regime of privileges and mortgages, the consequences of collisions, and the nationality of vessels employed in inland navigation. These texts will be put into final form in June 1929.

Under these circumstances, the Advisory and Technical Committee decided to ask the Council to convene, in the spring of 1930, a Conference of the States interested in the unification of river law applicable to navigation on the great navigable waterway systems of continental Europe. The countries held to be interested are those which were invited to the Conference on measurement of vessels employed in inland navigation held in November 1925 at Paris.

The Permanent Committee for Inland Navigation and the Advisory and Technical Committee also considered the reply of the Central Commission for Rhine Navigation to the request for an opinion on the observations in Mr. Hines's report concerning the application of the French warehousing supertax in so far as it concerns Rhine navigation.

The Advisory Committee noted that on this delicate point the Central Commission has made great efforts to obtain a solution which will put an end to the existing difficulties, that it has already obtained some results, and that there are now grounds for hoping that the matter will be definitely settled in a manner satisfactory to all concerned.

Under these circumstances, it decided not to take any further action in connection with Mr. Hines's observations on this subject.

C. MARITIME NAVIGATION.

The Permanent Committee on Ports and Maritime Navigation met in London from February 25th to 27th. It took note of the reports of the Technical Committee for Maritime Tonnage Measurement and the Technical Committee for Buoyage and Lighting of Coasts, and submitted to the Advisory and Technical Committee various proposals concerning the penal consequences of collisions at sea, and the international settlement of the question of territorial waters.


The Advisory and Technical Committee approved the resolution adopted on this subject by the Permanent Committee for Ports and Maritime Navigation. This Committee has taken steps, on the basis of the Technical Committee's proposals, to have instructions prepared for tonnage surveyors such as will ensure the application of the recommendations contained in the Technical Committee's report, a draft standard model of the tonnage papers indicated in the report, and also rules concerning the measures to be adopted in the meantime. It is hoped that these draft instructions, tonnage papers and provisions for transitory measures will be approved by the Technical Committee towards the end of 1930 or the beginning of 1931. They will then be submitted to the Advisory and Technical Committee as embodying the steps that should be taken to secure equality for ships under all flags, on the basis of the system most generally applied in maritime tonnage measurement. These proposals will then be submitted to the Governments of maritime countries in order to determine what action will be necessary to put them into effect.

It is quite possible, therefore, that the work concerning the unification of tonnage measurement for seagoing vessels may be completed in the near future, resulting in the abolition of any indirect discrimination between vessels flying different flags, as is liable to happen in present circumstances. Provision has also been made to ensure that in future, when the proposed unification has taken place, any difficulty concerning the application of a new rule may be solved with the assistance of the Organisation for Communications and Transit, and, in particular, its Permanent Committee on Ports and Maritime Navigation.
2. Buoyage and Lighting of Coasts.

The preparatory work for the unification of buoyage and the lighting of coasts, the object of which is to increase the margin of safety at sea, and which has been in progress for several years, is now completed.

The Technical Committee which met at Genoa in February 1929, has submitted a unanimous report, based on the report prepared by its Rapporteurs on their mission to the United States of America and Canada in the spring of 1928.

It will be remembered that a preliminary report of the Technical Committee had already been submitted to the Governments of the various maritime countries, and that the latter had sent in their observations. As a result of these observations, it was obvious that the basis of the unification proposed — though it would certainly represent a considerable advance in continental Europe — could not be universally applied.

At its Genoa meeting, the Committee succeeded in modifying the basis proposed, and submitted unanimous suggestions concerning buoyage, the characteristics of lighthouses, various coastal and port signals, wireless lighthouses, etc. In these circumstances, and on the proposal of its Permanent Committee on Ports and Maritime Navigation, the Advisory and Technical Committee adopted the following resolution:

"The Advisory and Technical Committee for Communications and Transit associates itself with the congratulations offered by the Permanent Committee on Ports and Maritime Navigation to the Technical Committee on Buoyage and Lighting of Coasts on the open mind with which it has carried out its work and on the results which it has achieved.

"The Committee approves the report submitted and proposes that the Council should present it for examination to an International Conference of Maritime Countries.

"The Committee is of opinion that such a Conference should not meet before the second half of 1930, so as to give all Governments the time necessary for examining the report.

"In its opinion, invitations to the Conference should be worded in such a manner as to make it possible for Governments which might desire to do so to provide, in whatever manner they think most suitable, for the representation at the Conference of autonomous organisations responsible for buoyage and lighting of coasts."

3. Penal Consequences of Collisions at Sea.

On the proposal of the Permanent Committee on Ports and Maritime Navigation, the Committee adopted the following resolution on the question of the penal consequences of collisions at sea, which some time ago gave rise to certain incidents.

"The Advisory and Technical Committee for Communications and Transit has considered, at the request of the International Association of Merchant Marine Officers, whether it would be advisable to study the question of the penal consequences of collisions at sea, with a view to the preparation of an international agreement. The Committee does not think it should undertake the examination of this question of international criminal law.

"Nevertheless, in its desire to defend the interests of the free exercise of navigation, the Committee is of opinion that the following points might with advantage be brought to the attention of the Governments without touching on the legal questions at issue:

1. Strict observance of the International Regulations for the Prevention of Collisions is of the utmost importance to the safety of life and property at sea.

2. Such observance can be best attained without recourse to criminal law by:

   (a) Establishing and maintaining a high standard of professional skill and conduct among those entrusted with the duties of navigation;

   (b) Within the limits recognised by international maritime law, holding the owners of a vessel responsible to other vessels met with in the course of the voyage for loss resulting from the breach of such regulations by those in their employment.

3. It is the duty of each nation to establish and maintain such standards of professional skill and conduct among those it entrusts with the navigation of vessels under its own flag. Apart from the question as to what, if any, may be the conditions under which the criminal jurisdiction of a country may be exercised over the crew of a vessel under another flag, it is desirable that, under the comity of nations and in accordance with the rules of international courtesy, there should be left exclusively in the hands of the nation whose flag the vessel flies the enforcement of disciplinary measures for the purpose of establishing and maintaining such standards of professional skill and conduct, such as suspension of the national certificate of competency given to an officer, or other disciplinary action.

4. International maritime law already provides means by which the owners of vessels may be made responsible to other vessels met with in the course of the voyage for loss resulting from a breach of the collision regulations by those in their employ.

"The above considerations and recommendations in no way affect the question of collisions due to criminal intention or criminal neglect; and the Committee is fully aware that the distinction between cases of a disciplinary character and those of a criminal nature.
may sometimes be difficult to make and, in the rare cases when this question arises, it could only be settled after criminal proceedings had been set on foot. It is nevertheless expedient, even in such cases, that all efforts should be made by the States concerned to avoid any measures which might be liable either to infringe the principle of the disciplinary responsibility of the State whose flag the ship flies or which might involve difficulties or delays affecting the carrying on of navigation."

4. Territorial Waters.

Having noted that the question of territorial waters had been included in the draft agenda of the first Conference on the Progressive Codification of International Law, and regarding the question purely from the point of view of communications and transit, the Advisory and Technical Committee has drawn the attention of the Conference to a number of points which it felt should be taken into consideration in the codification of international law.

D. Road Traffic.

The Permanent Committee on Road Traffic met at Paris from November 13th to 17th, 1928. Representatives of the International Chamber of Commerce, the International Association of Recognised Automobile Clubs, the "Alliance internationale du tourisme" and the International Federation of Transport Workers, were present at these meetings in an advisory capacity.

1. Road Signalling.

The Permanent Committee examined in detail the Government replies in connection with its previous proposals for the unification of road signals, and noted the favourable reception accorded to its suggestions. Nevertheless, in the light of certain observations, it made a few changes in points of detail. These changes were included in the Committee's final proposals. The Committee is certainly entitled to be satisfied with the results obtained, since its proposals have, in a number of cases, not only been approved in principle, but immediately put into practice.

2. Taxes on Foreign Motor Vehicles.

The Permanent Committee requested the Advisory Committee, which subsequently agreed, to take steps by whatever procedure might be the most appropriate, and with the assistance of fiscal experts, to enquire into the possibility of a general agreement between States, with a view to the introduction of a system of taxes on foreign motor vehicles entering their respective territories, a system which, by its nature and its method of enforcement, would not constitute a hindrance to international motor touring. It recommended that this question should be studied, taking into account the following recommendations:

1. That no taxes on foreign motor vehicles should be levied during the first two months, at least, of their stay in the country;
2. That the method of collecting such taxes should be simplified to the utmost possible extent, in particular, by making it the general rule to levy the daily licence fees at the time of leaving the country;
3. That the tax on foreign motor vehicles should not be leviable when the motorist merely comes to the Customs frontier office, for instance, to have his triptych endorsed, without proceeding further into the country.

The Advisory and Technical Committee has arranged for this question to be considered jointly by the Permanent Committee on Road Traffic and the Fiscal Committee recently established by the League as a result of the Conference on Double Taxation.


The Permanent Committee considered the question of the generalisation and simplification of the triptych system for touring cars and adopted a number of recommendations with a view to facilitating the application of this system both as regards the formalities to be complied with and the categories of motorists entitled to benefit thereunder. These matters being mainly Customs questions, the Chairman of the Advisory and Technical Committee submitted them to a Committee of Experts representing the various Customs administrations. Before coming to a final conclusion, the experts proposed that a questionnaire should be sent to the various Governments, and the Advisory and Technical Committee has accepted this proposal.

One of the questions dealt with is that of the issue of triptychs to motorists proceeding to a country with a view to a temporary residence therein or to undertaking work of an intermittent character.


The Permanent Committee on Road Traffic came to the conclusion that whereas tourist traffic has long been regulated internationally it was necessary, as already explained to the Assembly, to undertake a new task, namely, the regulation of commercial motor traffic. This new mode of transport, which is daily gaining in commercial importance, has not, up to the
present, been dealt with under any provision of international law. The principle of freedom of communications and transit as laid down in Article 23(e) of the Covenant does not yet appear to have been given legal sanction as regards this matter.

After a preliminary discussion the Permanent Committee on Road Traffic adopted the following resolution:

"The Committee took note of a memorandum by the Secretary-General of the Advisory and Technical Committee and after a discussion adopted the following resolution:

"Whereas the Committee considers that the best method for encouraging and ensuring the development of the commercial transportation of passengers and goods by motor vehicle would be to grant such transportation a definite international status;

"And whereas international transportation effected by other means, such as railways, inland navigation, maritime navigation and air transport, in most cases enjoys such a status, which provides, generally speaking, for freedom of communications and freedom of trade by these means of transport, without any obligation of transhipment at the frontiers;

"And whereas the principles of freedom of communications and transport is laid down in Article 23(e) of the Covenant of the League of Nations;

"The Committee requests the Secretary-General of the Advisory Committee to furnish it as soon as possible with the preliminary draft of an international convention based upon the following principles, merely as a basis of discussion, to be considered by the Committee at its next session:

"(a) Freedom of circulation for commercial motor vehicles and of the carriage of passengers or goods in such vehicles in international traffic, when entering, leaving or passing through a country in transit, without prejudice to questions of public transportation services, such questions being excluded from the general agreement, and being left for settlement by special arrangement between countries;

"(b) The right of countries to reserve inland transportation for motor vehicles registered in their own territories;

"(c) The right of countries to impose a tax, if they think fit, on foreign commercial motor vehicles engaged in transportation in their respective territories, in order that such vehicles may contribute a fair share of the cost of road making and repair.

"The Secretary-General of the Advisory Committee is also requested to collect material regarding the present state of legislation and regulations bearing on questions arising in the draft Convention, and to invite the International Chamber of Commerce (which may be able to communicate the opinions of the commercial circles concerned), the International Association of Recognised Automobile Clubs, the "Alliance internationale du Tourisme" (which bodies have already succeeded, to the great satisfaction of the Committee, in facilitating the solution of certain problems raised by the extension of the triptych system to commercial vehicles) to transmit to the Committee any comments they may desire to make on the preliminary draft Convention, or on the above-mentioned principles."

E. AIR NAVIGATION.

With a view to considering the questions of international organisation in connection with air navigation raised at the Third General Conference on Communications and Transit, and the steps to be taken to facilitate international co-operation between civil aviation undertakings in conformity with the request submitted by the Committee of Experts on Civil Aviation of the Preparatory Commission for the Disarmament Conference, the Advisory and Technical Committee decided at its twelfth session to convene, in 1928, a special Committee of Enquiry. This Committee has not yet met; it was thought preferable to await the results of the negotiations now being conducted between certain countries not parties to the 1919 Convention relating to air navigation and the States parties to this Convention. As the situation will be clarified at a forthcoming meeting of the International Commission for Air Navigation, set up under the 1919 Convention, the Advisory and Technical Committee decided to convene the above Committee of Enquiry for the autumn of 1929.

F. BROADCASTING QUESTIONS.

The Assembly, at its last session, drew the attention of the Advisory and Technical Committee to the question of the distribution of wireless wave-lengths, and reference was made in the discussions of that Assembly to the general difficulties of an international nature connected with broadcasting and its problems. The Committee has begun to study this question. It sent a representative to a Radio-Electric Conference convened at Prague under the auspices of the International Telegraphic Union and adopted the following resolution:

"The Advisory and Technical Committee for Communications and Transit has noted the report adopted by the Assembly at its last ordinary session concerning the study of the distribution of broadcasting wave-lengths and also the statements submitted to
it by the Director of the International Bureau of the Telegraphic Union and by the representative of the International Broadcasting Union.

"The Committee feels that it would be difficult for it to intervene in the examination of a specific broadcasting question without having a general view of the problems raised by the international organisation of broadcasting.

"It reaffirms its anxiety not to interfere with the international organisations established by international conventions in the exercise of the functions provided for in these conventions.

"It requests the Secretary-General of the Committee to prepare for a future session a report on the international problems connected with the organisation of broadcasting, obtaining, if necessary, the assistance of experts appointed at his request by the Chairman of the Committee.

"The Committee regards it as essential, in order to ensure the necessary co-ordination between the various organisations interested in broadcasting, that the Advisory and Technical Committee should be kept in constant touch with these organisations and should be represented in an advisory capacity at the conferences held under their auspices, it being understood that these organisations will also be invited to send representatives to the Advisory and Technical Committee when the latter discusses questions relating to broadcasting."

G. GENERAL QUESTIONS CONNECTED WITH VARIOUS MEANS OF COMMUNICATION.

1. Passports and Identity Documents.

The Advisory Committee has conducted an enquiry into the steps taken to give effect to the recommendations of the 1926 Second Conference on the International Regime of Passports and the recommendations of the Third General Conference on Communications and Transit regarding identity and travelling documents for persons without nationality or of doubtful nationality. Some of the results have already been published, while others are in course of publication. It would seem that most States have taken very satisfactory action on the recommendations of these Conferences. Almost all the interested States have applied the recommendations concerning identity or travelling documents for persons without nationality or of doubtful nationality.

Moreover, on the proposal of the Advisory and Technical Committee, the Council has convened for June 10th, 1929, a Conference to prepare an international agreement on cards for emigrants in transit in order to spare the latter passport visa formalities. A Committee of Experts has drawn up a preliminary draft agreement.


The Committee for the Unification of Transport Statistics has continued its enquiries. A draft has now been prepared providing the general framework for the statistics and the nomenclature applicable to statistics for inland and maritime navigation, respectively. As explained in the paragraph on railway questions, the reorganised Committee will continue its enquiry, taking railway transport statistics into account.

The Committee first of all endeavoured to make its nomenclature conform with the nomenclature established by the Committee of Experts for the Unification of Customs Nomenclature, but as the latter had to take into consideration special circumstances connected with Customs tariffs, it has so far been impossible to avoid a certain divergence between the two nomenclatures.

3. Competition between Railways and Waterways.

Mr. Hines’s reports on his investigations into Rhine and Danube navigation contained references to complaints made in shipping circles about action taken by the railway undertakings. The Advisory and Technical Committee therefore instructed the Committee of Experts to report on this subject. After lengthy enquiries, the Committee, with Professor HECKSCHER, Professor of Political Economy at the University of Stockholm, as its Chairman, submitted a report which will shortly be published and will be considered by the Advisory and Technical Committee at its next session.


The Advisory and Technical Committee has issued definite instructions to the information service now being organised.

The Secretariat has already been authorised to collect the documentation required for conducting the enquiry into combined transport, by ascertaining all the precedents for such transport existing in the various countries and the legislation applicable thereto.

The collection of documentary material in connection with the international regulation of commercial motor transport has already been mentioned.

5. Reform of the Calendar.

The Advisory and Technical Committee has noted the progress achieved in constituting national associations for the study of the reform of the calendar as proposed in the Committee’s resolution and approved by the Assembly.
The Committee has been informed of the formation of the National Committee for the United States of America, which is representative of every aspect of American economic life. This Committee is already at work. National Committees are also being formed in Germany and the Netherlands. The French Government has stated officially that the question has been submitted to the French National Economic Council.

H. COMMUNICATIONS OF IMPORTANCE TO THE LEAGUE AT TIMES OF EMERGENCY.

Apart from certain questions of detail concerning motor transport, the only matters outstanding are those connected with air and wireless communications.

As it is expected that fresh proposals will be made in connection with facilities for aircraft effecting transport for the League — a question now being studied by the International Air Navigation Commission — progress will be reported in the supplementary report to the Assembly.

The same applies to the question of establishing an aerodrome in the neighbourhood of the seat of the League. It will be easier to give further information on this subject in the supplementary report.

The new provisions adopted by the Advisory and Technical Committee with regard to the establishment of a wireless station, which will be embodied in a special report to the Assembly, will be included in the supplementary report.

I. ACTION TAKEN ON THE RESOLUTIONS OF THE CONFERENCE OF PRESS EXPERTS.

The Advisory and Technical Committee has prepared a report containing a series of resolutions submitted to the Council at its June session concerning the action to be taken on the resolutions of the Conference of Press Experts. The whole work of the Committee on this subject, and the decisions of the Council, will be set out in the supplementary report to the Assembly.

J. JURISDICTION OF THE EUROPEAN COMMISSION OF THE DANUBE.

The negotiations, conducted under the auspices of the Advisory and Technical Committee with the assistance of the special Committee for the settlement of difficulties between France, Great Britain, Italy and Roumania concerning the jurisdiction of the European Commission of the Danube, have led to the drafting of an agreement unanimously approved by the delegates of these States on the European Commission of the Danube and initialled by them.

The Advisory Committee, which was informed of this result at its last session, adopted the following resolution:

"The Advisory and Technical Committee expresses its satisfaction at the successful conclusion of the negotiations undertaken under its auspices for the settlement of the difficulties between France, Great Britain, Italy and Roumania with regard to the jurisdiction of the European Commission of the Danube, and congratulates the Special Committee appointed by it and the delegates to the European Commission of the Danube on their success at conciliation.

"It trusts that the agreement reached may soon be put into force."

K. QUESTION CONCERNING FREEDOM OF COMMUNICATIONS AND TRANSIT RAISED BY THE COUNCIL OF THE LEAGUE OF NATIONS WHEN CONSIDERING THE STATE OF THE POLISH-LITHUANIAN NEGOTIATIONS.

When the Council during its fifty-third session came to consider the item in its agenda entitled "State of the Negotiations between Poland and Lithuania", it decided on December 14th, 1928, to refer certain questions concerning the freedom of communications and transit to the Advisory and Technical Committee.

The Council noted that there was no documentation to show what obstacles had been placed in the way of freedom of communications and transit, invited the Advisory and Technical Committee to submit to it a report on the practical measures which might be adopted, account being taken of the international agreements in force, in order to remedy the above situation, or to lessen its international repercussions.

The Advisory Committee, after a preliminary examination of the documents available, fixed the procedure to be followed and appointed a Sub-Committee to submit proposals. This Sub-Committee has instructed certain of its members or experts of the Transit Organisation to collect data regarding facts which, if proved, would indicate the obstacles to freedom of communications and transit, to which reference was made in the Council resolution. These members or experts have also been instructed to estimate the economic consequences of such obstacles.

Other members or experts have been instructed to consider what are the existing international agreements to which the Council resolution refers, and what might be their scope as regards the obstacles to freedom of communications and transit.
III. THE HEALTH ORGANISATION.

The Assembly during its ninth ordinary session, on the report of the Second Committee, adopted a resolution approving the work of the Health Organisation. Reference was made to its increasing utility as an agency for the promotion of international collaboration in matters affecting the public health. The Assembly recorded its gratitude for the services rendered by the members and experts of all the commissions and conferences of the Health Organisation, as well as by the specialists and experts who had carried out individual missions. Appreciation was expressed to the health administrations of the various Governments for their generous co-operation with the Health Organisation in the different branches of its work.

The Assembly also adopted, on the report of its Second Committee, a resolution relating to the question of alcoholism. This resolution which referred to the draft resolution submitted to the Assembly by the Finnish, Swedish and Polish delegations, requested the Council to ask the Health Organisation to collect full statistical information regarding alcoholism, considered as a consequence of the abuse of alcohol, paying particular attention to the deleterious effects of the bad quality of the alcohols consumed. Wine, beer and cider were excluded from the provisions of the resolution.

After a study of the question, the Health Committee adopted a resolution asking the Medical Director to apply to the Health Administrations of Finland, Poland and Sweden for suggestions concerning the special lines of international enquiry best adapted to supply the information of which these administrations were especially in need.

At its fourteen session in May, 1929, the Health Committee adopted the following resolution:

"The Health Committee,

Having taken note of the budget proposals of the Health Organisation for the year 1930:

"Submits to the Council the desirability of drawing the attention of the Assembly to the fact that normal increases in the salaries of the staff should be taken into consideration in determining the total of the budget, as was the case in the 1929 budget;

"In this connection desires to point out that the stabilisation of the budget of the Health Organisation would otherwise involve a progressive diminution in the credits available for technical studies; thus, in the budget proposals for 1930, these credits do not amount to more than 62.8 per cent of the total budgetary provision, whereas for the year 1927 they amounted to 67.5 per cent, though there has been no increase in the personnel employed."

The Council, when approving the report of the Health Committee, decided, on the recommendation of its Rapporteur, to refer this resolution to the Budget Commission of the Assembly.

SUMMARY OF THE WORK OF THE HEALTH ORGANISATION SINCE THE NINTH ORDINARY SESSION OF THE ASSEMBLY.

The work of the Health Organisation continued to develop within the limits imposed by its budget and the international character of its activities. The Greek Government has requested its assistance in the sanitary reorganisation of Greece. Useful contact was established with the health administrations of a number of Latin-American countries in the fields of leprosy and infant mortality. The Second International Conference on Sleeping-Sickness proposed that the Health Organisation should study the importance of sleeping-sickness in Africa in relation to other causes of morbidity, and arrangements have been made to keep African laboratories and research centres in touch with each other through the Health Section. The system of interchanges continues to serve as a means of liaison between the health administrations of the different countries and between their sanitary services and the Health Organisation. The Eastern Bureau at Singapore is perfecting its system of epidemiological intelligence, co-ordinating the work of Far-Eastern research centres in the field of hygiene, and acting as a link between Far-Eastern health administrations. A study of health conditions in the Pacific Islands, carried out at the request of the International Pacific Health Conference, has just been completed.

The infant mortality enquiry in selected districts of seven European countries has terminated, yielding results which should be useful to health administrations. An international conference has set out a plan of study which should ultimately throw light on the value of BCG as a means of preventing tuberculosis. An enquiry into the value of the treatment of syphilis is proceeding in selected clinics of five countries to determine whether modern methods of treatment serve to curtail the period during which the patient is a menace to others, and whether such treatment adequately protects the patient from the late severe effects of the disease.

The Health Organisation has begun the study of the survey method employed in the United States of America to stimulate public health work. This, together with the studies on the cost of medical care reported to the Health Committee by its North American members, has served a useful purpose in connection with current activities, such as the co-operation established with the Greek Government in the sanitary reorganisation of Greece, the work of the joint commission on public health and health insurance, and the study made by the President of the Health Council...
of Uruguay, which is attempting to find a solution for its problem of providing medical treatment for its population.

The work of the Commissions of the Health Committee has continued to develop along lines already described in previous reports.

**Collaboration with Governments in Health Matters.**

1. **The Greek Government.**

On the invitation of the Greek Health Services, a member of the Health Section of the Secretariat was despatched to Greece to assist the local authorities in dealing with an unusual epidemic of dengue which started mildly in March 1928, but which later spread rapidly, until by October 15th more than 850,940 cases and 1,378 deaths had occurred.

Fruitful collaboration with the Greek Health Services had already been established by the Health Organisation in the campaign against tuberculosis amongst the refugees, on the suggestion put forward by the Financial Committee and approved by the Council of the League. This problem was discussed by the Health Committee during its twelfth session, with the assistance of the Director of the Greek Health service. The Health Committee, after deciding to place at the disposal of the Greek Administration the services of the Health Organisation in order that an efficient campaign against tuberculosis might be carried out, asked the Medical Director, together with the Director of the Greek Health Service, to draw up a detailed plan of action, in which the Greek Refugee Settlement Commission could assist, especially in setting up villages for the tuberculous and their families along the lines of analogous villages in other countries.

As a consequence of the contact already established between the Greek Health Services and the Health Organisation of the League, the Greek Under-Secretary of State for Health addressed a letter to the Medical Director on October 20th, 1928, requesting the assistance of the Health Organisation in the sanitary reorganisation of Greece.

During its thirteenth session held in Geneva (October 25th to 30th, 1928) the Health Committee declared its readiness to accede to this request, and proposed that its President and four of its members should place themselves at the disposal of the Council of the League and of the Greek authorities for such enquiries and advice as the situation demanded.

On December 13th, 1928, in the presence of the Greek Under-Secretary of State for Health, the Council adopted a resolution approving the proposal of the Health Committee, and inviting that Committee to place at the disposal of the Greek Government its various technical resources, in order to ensure complete co-operation in the preparation as well as in the subsequent development of the plan of reorganisation. The Council expressed its satisfaction that the Greek Government, in its desire to increase the value of its contribution to the general improvement of health conditions, had invoked the assistance of the Health Organisation of the League.

The five members of the Health Committee who had been selected for this purpose, after studying the data collected as a result of surveys by the members of the Health Section and by the experts appointed by the Section, submitted to the Greek Government a series of recommendations embodying the suggestions and advice they had been invited to give.

These recommendations, elaborated after close study of the sanitary situation in areas selected by the Greek Health Authorities, proposed the creation of a School of Hygiene, new technical services and ultimately of a Permanent Hellenic Health Service. The school will train the staff necessary for the Permanent Hellenic Health Service, and a number of districts have been selected in which practical instruction may be given and the new system applied from the beginning. These districts include the refugee settlements in Macedonia, where a number of dispensaries established principally for anti-malaria work will be transformed into modern health centres.

The new plan will extend gradually over the whole country as trained personnel becomes available, so that in five or six years Greece should have an adequately trained and equipped public health service, reaching into every commune by means of modern health centres, and capable of dealing effectively with the public-health problems peculiar to a country which, after many years of difficulty, is struggling successfully with the task of economic and social reconstruction.

The plan was presented to the Greek Government and fully accepted by the Prime Minister, who proceeded immediately to prepare the legislation required to give it effect, asking the Health Organisation at the same time to continue its co-operation.

As a first step in this co-operation, the Health Organisation has undertaken to give supplementary training abroad to six Greek medical officers who have been selected by the Government to occupy, for the time being, important posts in the Health Service.

During the fourteenth session of the Health Committee, and in the presence of a representative of the Greek Government, the delegation described the steps it had taken to fulfill its mandate. A resolution was adopted approving the action taken by the delegation, accepting the conclusions of its report, and thanking the Greek authorities for the assistance they had given to the delegation.
2. Latin-American Countries.

(a) The Enquiry into Infant Mortality. — Reference was made in preceding reports to the enquiry into the causes of infant mortality which is being carried out in selected areas of seven European and four Latin-American countries. The enquiries in the Argentine, Brazil, Chile and Uruguay, which were begun somewhat later than the European enquiry, are now nearing completion and a conference of the experts in charge of the work will be held in 1929 in order that a final general report, dealing with the enquiry in Latin America as a whole, may be prepared. In certain directions the enquiries in Latin America were more complete than those in Europe, particularly with respect to post mortem confirmation of clinical diagnoses and serological examinations for the detection of syphilis. Thus the enquiry in these countries will supplement usefully the experience acquired in Europe, by bringing to light the importance of certain causes of infant deaths which the enquiry in Europe did not elucidate. The Health Section has acted as the agent of liaison between the European and Latin-American experts so that the enquiry on both continents might be carried on along similar lines. It is expected that similar enquiries may be started later in Bolivia, Paraguay and Peru.

(b) Leprosy. — The Leprosy Commission of the Health Committee held a meeting in Paris on May 14th, 1928, when the general lines of the international enquiry on this subject were decided. The Chairman, Professor Chagas, Director of the Oswaldo Cruz Institute at Rio de Janeiro, informed the Health Committee that a National Research Centre for Leprosy had been formed in Brazil under the direction of M. Guinle, who is contributing $10,000 yearly for investigations into this disease. The Health Committee has promised to send a European expert to undertake research at this institute into the more important problems of leprosy which possess international interest.

Dr. Etienne Burnet, of the Pasteur Institute at Paris, acting for the Health Section as the technical secretary of the Leprosy Commission, left for Latin America early in 1929 to visit countries whose assistance in carrying out the enquiries is indispensable. The interest of the Argentine and Brazil in leprosy is shared by other Latin-American countries, notably Colombia, Peru and Venezuela.

Advantage will be taken of Dr. Burnet’s presence in Latin America to consider the possibility of extending to these countries the Health Organisation’s enquiries into the sero-diagnosis of syphilis and subsequently into the treatment of syphilis now being carried on in other countries.

(c) Miscellaneous. — In addition to the infant mortality and leprosy enquiries, the Health Organisation has established useful technical contact with the Health Administrations of Latin-American countries by means of the system of interchanges of public health personnel and in other branches of its work.

INTERNATIONAL HEALTH CONFERENCES.

1. Technical Conference for the Study of Vaccination against Tuberculosis by means of BCG (Bacillus Calmette-Guérin).

During its twelfth session the Health Committee accepted a proposal made by Professor Calmette of the Pasteur Institute, Paris, that it should examine the results of vaccination against tuberculosis by BCG. Accordingly, a number of bacteriologists, physicians and veterinary surgeons were convened at the Pasteur Institute, Paris, from October 15th to 18th, 1928, with the object of selecting the best methods of appraising the immediate and more remote effects of BCG in laboratory animals, cattle and man. The Conference was divided into three Commissions which dealt, respectively, with bacteriological, clinical and veterinary considerations.

A number of resolutions were adopted, dealing with the immediate effects of BCG on animals and human beings, and detailed proposals were made for future investigations. These proposals for further study were accepted by the Health Committee at its thirteenth session, after certain statistical considerations had been referred to the Committee’s expert statisticians for advice.

As a result of this Conference, future work carried on along approved lines by workers in various countries should yield results capable of demonstrating the true value of this means of preventing tuberculosis.

2. The Second International Conference on Sleeping-Sickness.

This Conference took place in Paris from November 5th to 7th, 1928. The report (document C.H.743) containing the resolutions and recommendations adopted, was considered and approved by the Council at its fifty-third session on December 11th, 1928, and, together with the Council resolution, was officially communicated to the Governments of the six countries participating in the Conference, asking for their co-operation in giving effect to the recommendations contained therein.

The Conference adopted a resolution expressing its appreciation of the utility and interest attaching to international meetings of this kind and expressed the hope that the Health Organisation would recommend the convocation of a third International Conference on trypanosomiasis at some future date. In view of the economic and public health importance of animal trypanosomiasis in Africa, it was recommended that any future international conference should consider human and animal trypanosomiasis as a whole and not confine its attention to sleeping-sickness.
The Health Committee, at its thirteenth session, had suggested that the Conference might, with advantage, devote attention to the general health conditions of the native population in Africa. The Conference appreciated the desirability of enlarging the scope of the enquiry in this way and recommended that the Health Organisation should collect and analyse data concerning the prevalence and importance of sleeping-sickness in relation to other causes of morbidity. A study of relevant documentation received in the Health Section is being undertaken.

The Conference made no recommendations for any further scientific mission but it put forward detailed proposals regarding numerous questions of scientific and practical importance that call for study in the different national laboratories and research centres. It further made suggestions concerning the manner in which the Health Organisation might assist workers in different national laboratories in keeping in touch with one another. The first suggestion relates to the setting-up of a small expert committee to which all laboratories and research centres in Africa should communicate periodically an account of the work done, together with their publications. The committee would in its turn transmit the collected papers, with a short survey of the progress made in trypanosomiasis research and prevention, to the institutes and centres referred to, as well as to the interested administrations. To encourage the co-operation of the institutes in this scheme, it was suggested that this committee might recommend to the Health Committee the periodic award to one or other of these institutes of an "individual fellowship" which would enable a member of its staff to visit some other country or countries where work of special interest to the laboratory selected was being carried out.

The Conference also recommended individual interchanges which would enable research workers in African laboratories to become acquainted with trypanosomiasis investigations carried out in laboratories in other territories.

During its fourteenth session the Health Committee adopted a resolution emphasising the importance of the recommendation of the Conference that the Health Organisation should collect and analyse the facts available in regard to the importance of human trypanosomiasis in relation to other causes of morbidity. The Committee recommended that the services of the Health Organisation be placed at the disposal of the administrations of those territories, and that its usual methods of enquiry and work should be so employed as to comply to the fullest practicable extent with this recommendation of the Conference.

An expert committee of six members was appointed to assist in co-ordinating trypanosomiasis investigations, and the proposal regarding interchanges was endorsed (document C.175.1929.III, Resolution 7).

WORK OF THE COMMISSIONS AND EXPERT BODIES OF THE HEALTH ORGANISATION.

1. Infant Mortality Enquiry.

The infant mortality enquiry, set up on the proposal of the delegation of the Netherlands to the sixth session of the Assembly, and extending to twenty-nine urban and rural districts of seven European countries, has now been completed. Over a period of twelve months, the deaths of 7,503 infants have been subjected to the closest scrutiny, and as a result certain general conclusions have been drawn which should be of help in adopting measures of prevention in these and other countries.

During the last Conference of the health experts on infant welfare, held at Rome in March 1929, a report was prepared embodying a summary of the general principles which emerged from the enquiry in the several countries (document C.H.779).

The twenty-nine districts were divided into four groups according to their rates of infant mortality. In the group with the lowest infant mortality, the principal causes of death are those associated with the pre-natal period and with confinement. There are a few deaths due to respiratory infections and a still smaller number due to digestive disturbances. In the second group, with higher infant mortality rates, the increase is due largely to digestive disturbances and to acute infectious diseases. Group three, with still higher mortality, is characterised by the increase in the number of deaths from digestive disturbances and from the acute specific infections. The fourth group with the highest infant mortality suffers still more heavily from digestive disturbances, specific and non-specific infections, prematurity and conditions associated with labour.

The experts were impressed with the large number of infants in all the districts who died before, during or immediately after birth, and considered that further study was required to elucidate the factors responsible for these deaths.

In their detailed recommendations the experts emphasised the need for improved supervision of pregnant women, especially by means of maternal welfare centres and adequately trained physicians, nurses and midwives. The value of financial and other forms of assistance to pregnant women, and of legislative measures such as health insurance, which permit women to rest during

Elsewhere in this report are described the similar enquiries being carried on in selected districts of four Latin-American countries.
the latter months of pregnancy, was pointed out with reference particularly to the prevention of still-birth and prematurity.

Detailed national reports on these enquiries have been prepared and will be published. A general international report covering the enquiry in Europe is being prepared by the Health Section, and the second volume of this report will deal with the enquiry in four Latin-American countries.

2. Enquiry into Syphilis.

In view of the fact that the results of the campaign against syphilis have not been so good as the progress in the treatment of syphilis would have led medical officers to expect, the President of the Health Committee suggested to his colleagues that a small group of experts should be consulted. The Health Committee approved this suggestion (document C.579.M.205. 1927, page 177, Resolution 1) and the consultation took place at Geneva from October 8th to 10th, 1928; experts from Denmark, France, Germany, Great Britain and the United States of America participating.

The explanation suggested by the experts to account for the lack of better results in the prevention of syphilis was that the progress in the diagnosis and treatment of syphilis has not been exploited everywhere so rapidly and effectively as would have been desirable, and that a generally recognised uniform method of treatment does not exist. In order more exactly to determine the causes of the present apparently mediocre results, a retrospective enquiry was recommended to appraise the results obtained in a large number of cases treated in various clinics of different countries. The records of some ten thousand cases in each of five countries will be examined according to a method elaborated by the experts so that a large amount of comparable material will be placed at the disposal of the Health Organisation, by means of which it should be possible to decide whether present methods of treatment are effective in preventing the spread of the disease and in protecting the patient from the late severe effects of syphilis.

This proposal was approved by the Health Committee in due course and the investigations have begun in selected clinics of the five countries — Denmark, France, Germany, Great Britain and the United States of America. In each country the expert concerned is in charge of the investigation, which is being co-ordinated by a member of the Health Section.

3. Joint Committee of Statisticians set up by the Health Organisation and the International Institute of Statistics.

The Health Organisation and the International Institute of Statistics have been engaged in preparing for the International Conference, convened by the French Government, to revise the International List of Causes of Death in October 1929. On the suggestion of the French Government these two organisations have set up a joint committee which met at Paris in April 1929, and prepared a detailed report which will be the basis for discussion at the Conference. This report, containing proposals for several lists of causes of death for different purposes, takes into account the experience acquired since the last revision of the International List, and the views of the competent authorities of the Governments. There is reason to hope that, on the basis of this report, the forthcoming Conference will prepare lists which will be adopted by a sufficient number of countries to enhance considerably the international comparability of vital statistics.


The Cancer Commission has dealt recently with occupational cancer and with the treatment of cancer by radiological methods. In view of the good results secured in the treatment of cancer by radium, information on methods of treatment by this means is in great demand. Only a few clinics have had such an extensive experience with this method as to justify the publication of their experience. After studying this problem in common, the directors of three of the most important clinics, at Paris, Munich and Stockholm, have described for the Cancer Commission the work done in these clinics and the results obtained. They have agreed on recommendations which should be adopted by clinics treating uterine cancer by these methods, and they have described the methods used in their own clinics which have been adopted after long experience and a scientific study of their results. This report which has been printed should be of value to the different countries in which so much interest in the radiological treatment of cancer exists.

5. Relationship between Health Insurance and Public Health in the Field of Preventive Medicine.

A Sub-Committee of the Joint Commission of Experts for the Study of the Relationship between Public Health Services and Health Insurance Organisations, known as the Commission on Preventive Medicine, has been set up. Its membership consists of medical advisers of health insurance organisations, named by the International Labour Office, and public health experts appointed by the Health Organisation. This Commission has met twice since the ninth session of the Assembly, first at Geneva in December 1928, and second in various cities of Germany and Austria, where a field study was made of the preventive methods employed jointly by Health Administrations and health insurance organisations. While the parent Committee deals with the principles involved in the relations between health agencies and health insurance institutions, the
Sub-Committee is concerned with the methods, and its reports deal with such fundamental considerations as the organisation and operation of various types of clinics and health centres, the training required by the staff of such institutions, the methods of compiling statistics of sickness, etc.


Since the Conference on Malaria held in June 1928, when agreement was secured on the principles and methods of the campaign against malaria, and when a number of subjects for international study were proposed, the work of this Commission has been mainly to continue its co-ordinated investigations into the alkaloids of quinine, and to carry out the proposals of the June Conference. Malaria courses have been organised in Hamburg, London, Paris and Rome, and scholarships to these courses have been offered to a number of medical officers proposed by their Health Administrations.

On the invitation of the Government, a delegation of the Malaria Commission will visit India, beginning in September 1929.

7. The Opium Commission.

During its thirteenth session the Health Committee recommended that Article 10 of the International Opium Convention should apply to benzoylmorphine and all morphine esters without exception. A second resolution on this subject, reaffirming the previous decision, was adopted by the Health Committee at its fourteenth session, as a question had been raised regarding the interpretation of the first resolution. The Health Committee reserved the possibility of exempting, in conformity with Article 8 of the Convention, those esters, the innocuous character of which might be clearly demonstrated hereafter.

The Health Committee also decided that dilaudide should come under the provisions of the International Opium Convention.

With regard to Article 8 of the Convention, which deals with preparations containing narcotics which would not come under the Convention, the Health Committee adopted the report of its Opium Commission containing the views of that Commission on lists of preparations which various Governments had proposed for exemption.

SYSTEM OF LIASON WITH THE HEALTH ADMINISTRATIONS OF THE DIFFERENT COUNTRIES.


A general interchange of medical officers of health began in Italy at Turin on September 16th, 1928, and terminated on November 8th and 9th with a final conference at Geneva. A programme designed to show the health problems and the methods of solution employed by the competent authorities in Sicily and Sardinia as well as in the Peninsula was prepared by the Italian Health Administration. The participants were enabled to obtain a clear picture of the varying social and economic conditions in Italy on which the Italian sanitary policy is based. A booklet containing the text of forty-eight lectures on health work in Italy was presented to each participant. There were twenty-one participants from sixteen countries.

An interchange for the study of medical factory inspection began at Lyons on April 3rd, 1929, and terminated at Lucerne on May 10th after visiting important industrial centres in Northern Italy, Bavaria and Switzerland. There were ten participants from ten countries. This interchange was organised jointly by the competent services of the International Labour Office and the Health Organisation of the League.

A second interchange for the study of problems of rural hygiene (the first was held in June-July 1928) began at Copenhagen on June 4th, 1929, and terminated at The Hague on July 9th, 1929. There were thirteen participants from eleven countries. In Denmark the group was given an opportunity to study, in addition to rural hygiene proper, the influence of the Folk High Schools, of the co-operative movement, and of the increase of small holdings on the development of rural hygiene. In the Netherlands, emphasis was laid on collective water supplies, the prevention of typhoid fever in rural districts, rural housing and the work of voluntary health agencies such as the Green Cross.

2. Individual Fellowships.

As usual a certain number of individual fellowships were given, mainly in connection with schemes of co-operation established between the Health Organisation and the Health Administrations of certain countries such as Greece, Japan and various countries of Latin America. These fellowships are intended to afford selected health officers an opportunity of extending their knowledge of the subjects with which they deal officially.

SERVICE OF EPIDEMIOLOGICAL INTELLIGENCE.

The Service of Epidemiological Intelligence has continued to develop, both as regards the rapidity and extent of its information. Health Administrations are adopting increasingly the telegraph and cable in submitting their reports. In addition to the transmission of messages by wireless, the Health Section distributes a multigraphed bulletin several times a week.
The printed Weekly Record contains, in addition to information received at Geneva, the official communiqué of the Office international d'Hygiène publique, as well as bulletins from the Eastern Bureau at Singapore and the regional Bureau at Alexandria.

THE EASTERN BUREAU AT SINGAPORE.

Three new ports were added in 1928 to the list of those in weekly telegraphic communication with the Bureau, so that all important ports (143) in the Eastern area (with the exception of Chinese ports) are now in regular contact. Some progress was made in securing information from Chinese ports, particularly Amoy, Swatow and Tientsin. An increasing number of port health officers are now reporting the presence of plague-infected rats. Five countries were added to the list of those sending in regularly information by post to confirm and supplement telegraphic returns.

While the number of wireless stations broadcasting the weekly bulletin remained unchanged during 1928, the number of health administrations receiving the message increased from 25 during 1927 to 29 in 1928, thus reducing the cost of cabling. The average length of the weekly wireless message was increased by 25 per cent, owing to the larger number of ports included and the more complete information concerning quarantine measures and other information of interest. Four wireless stations now broadcast a summary of the weekly message in clear (the message itself is in a special code) for the benefit of shipping, and two stations formerly broadcasting the coded message have, at the request of the shipping companies, consented to broadcast in clear. It is expected that two more stations will begin broadcasting the message in 1929.

During 1928 the Eastern Bureau received and transmitted information concerning 160 ships having on board patients suffering from infectious diseases. Information concerning the movement of pilgrims and the occurrence of epidemic disease among them, as well as precautionary measures taken before their departure, is exchanged between the regional Bureau at Alexandria and the Eastern Bureau which is thus in a position to give prompt advice to the Health Administrations concerned.

The Bureau has developed its work of co-ordinating the medical research work carried out in the Far East with reference particularly to the study of oral vaccination against cholera and plague. The Bureau also acts as an agent of liaison between the hygiene laboratories and institutes of the Far East. An enquiry into the value of Far-Eastern quarantine stations proposed by the Advisory Council at its third session is being carried out.

II.

HUMANITARIAN QUESTIONS.

I. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

A. TRAFFIC IN WOMEN AND CHILDREN.

The eighth session of the Traffic in Women and Children Committee took place at Geneva from April 19th to 26th, 1929.

In adopting its agenda the Committee postponed to its next session the consideration of the following questions:

1. Protection of young female artistes touring abroad in music-halls and similar places of amusement;
2. Supplementary information from Governments on the suppression of the traffic in obscene publications;
3. Measures to be taken to assist women on leaving prison;
4. Repatriation of foreign prostitutes;
5. Employment of women police.

1. ANNUAL REPORTS FROM GOVERNMENTS FOR THE YEAR 1927.

The Committee observed that of the twenty-nine States Members of the League which had not yet sent in their reports for 1927, the majority habitually failed to carry out the recommendations contained in the Final Act of the Conference of 1921. Moreover, some of the States which send regular reports often gave vague replies owing to a misinterpretation of the questions asked, while some continued to reply to the old questionnaire instead of the new one, which was introduced some years ago. In order to avoid further misunderstandings or omissions, and to increase the number of replies, the Committee requested the Council to send a letter to the Governments containing such explanations as were necessary.

After hearing statements from the representatives of various Governments the Committee decided, on the proposal of the Belgian representative, to amend the eighth question for the
annual reports, which asks for information as to the exploitation of children for immoral purposes, especially where there exists any system of pawnning or bartering of children, which must not be confused with adoption.

The following text was adopted:

"In addition to any information given in reply to previous questions, please state whether any other measures have been taken to prevent children from exploitation for immoral purposes, especially by the system of pawnning or bartering children, or by abuses in connection with adoption."

2. Reports from Voluntary Organisations.

The delegates of the various voluntary organisations represented on the Committee described the work done by their associations. The members of the Committee and the assessors pointed out that it would be desirable to publish a summary of the experts' enquiry in the form of a popular pamphlet.

3. Reports from Liaison Officers.

At the Chairman's request, the liaison officer with the International Labour Office undertook in future to make an annual report to the Committee on the work of the International Labour Office so far as it affected that of the Committee.


(a) Further Information.

The Committee noted information received from Greece and Latvia supplementing that given in the experts' report.

(b) Extension of the Enquiry.

The Committee recommended that, provided the necessary funds were available, the enquiry of the Special Body of Experts should be extended, more particularly to the eastern countries (Near, Middle and Far East). Realising that conditions in those countries were widely different from those in Europe or America, the Committee felt that the character of the investigation, as well as the composition of the Body of Experts, would have to be considered in the light of the altered circumstances.

5. Abolition of the System of Licensed Houses.

The Secretariat has endeavoured to obtain from countries which have abolished the system of regulation some account of the methods adopted for dealing with prostitution and its evils.

Only one or two countries replied. It was agreed that steps should be taken to obtain information from other Governments, this information to be classified under four headings — the prevention of disease; the steps taken against the exploitation of women; the reduction of prostitution; and the preservation of public order — and to be embodied in a special document.

After the representatives of various Governments had made statements to the Committee regarding the situation in their respective countries, the Committee unanimously adopted the following resolutions:

"The Committee notes that only one or two Governments have replied to the application sent to them last year asking for information as to the laws and regulations in force in those countries where the system has been abolished. This lack of information may be attributed to the fact that the nature of the request was not made sufficiently clear."

"The Committee desires to study as closely as possible the various means employed in place of regulation with a view to protecting public order and health against the dangers arising out of prostitution."

"The Committee recommends that the Council should cause a further communication to be sent to Governments and to charitable associations asking them to be good enough to give all the information possible so as to enable the further study of the question by the Committee to continue."

At the end of the discussion the Secretary laid before the Committee her correspondence with the International Labour Office with reference to a recommendation by the Sub-Committee of the Joint Maritime Commission concerning the strict medical supervision of prostitutes in ports. The Committee, having heard the Secretary's statements, endorsed her action and authorised her to take further steps if necessary.

6. Penalties to be Imposed upon Persons Living on the Immoral Earnings of Women.

The Committee considered various matters arising out of the study of the laws relating to souteneurs, and in particular the definition of the offence, and the difficulties attendant upon the arrest of the offender. Attention was drawn to the bad record of many souteneurs who had committed offences in different countries, and it was felt that the record should be taken into account when sentence was being passed.
The Committee considered that the Secretariat's report should be communicated to the Governments, and the following recommendation was made:

"The Committee, having considered the very complete report prepared by the Secretariat on certain legislation dealing with the souteneur, requests the Council to bring this study to the special notice of Governments, drawing their attention to the importance of ensuring that legislation and its application is effective in bringing the souteneur to justice.

"The Committee draws special attention to the necessity of granting powers for the prompt arrest of such persons; of inflicting penalties suited to the dangerous character of their national and international activities; and of applying special repressive measures in the case of repeated offences."

7. ELIMINATION OF THE AGE-LIMIT IN THE CONVENTIONS.

One of the assessors pointed out in his report that the abolition of the age-limit in the Conventions would enable offences connected with the traffic to be punished more effectively, as, through false documents, victims of the traffic were often stated to have passed the age of twenty-one laid down in the Conventions. The representatives of various Governments expressed themselves in favour of the abolition of the age-limit, and the Committee passed the following resolution:

"The Traffic in Women and Children Committee, having considered the views expressed on the question of eliminating the age of twenty-one in the Convention of 1921, is of opinion that the time has now arrived for a further reconsideration of this matter, and requests the Council to authorise the Secretariat to obtain the views of all Governments as to the proposed change, and to submit a report at the next session of the Committee."

8. SUPPRESSION OF THE TRAFFIC IN OBSCENE PUBLICATIONS: QUESTION OF HOLDING A FURTHER CONFERENCE.

The Committee discussed the present situation in connection with the desirability of summoning a Conference to revise the Convention of 1923, but thought that the time had not yet come for such a revision. The Committee hopes that those Governments which have not yet ratified the Convention of 1923 will do so as early as possible. The Committee proposes that the Governments should be requested, if and when occasion arises, to furnish further information as to the extent of the traffic and the measures taken to deal with it.

9. COMPOSITION OF THE COMMITTEE.

The Committee considered the Council's resolution of December 13th, 1928, regarding the adoption of a new procedure for the participation of the assessors in the Committee's work. It was agreed that a distinction ought to be drawn between the assessors of the Child Welfare Committee and those of the Traffic in Women and Children Committee, who had been appointed as the outcome of a recommendation of the 1921 Conference.

At the same time, the Traffic in Women and Children Committee felt that it must take account of the discussions in the Child Welfare Committee, and it adopted conclusions similar to those of the latter Committee. It requested the Council to consult it in future before any steps were taken to add to the number of assessors.

It laid down certain desirable conditions for limiting the number of assessors and the length of their term of office, and stated that it was advisable that it should reconsider its rules of procedure, including the question of the appointment and re-election of assessors.

10. COLLECTION OF LAWS AND REGULATIONS PREPARED BY THE AMERICAN SOCIAL HYGIENE ASSOCIATION.

The Committee instructed the Secretariat to classify the laws and regulations collected by the American Social Hygiene Association and completed by the Secretariat in accordance with the system proposed by the Sub-Committee appointed for that purpose. When this classification is complete, the Secretariat will, in accordance with the resolution approved by the Council in 1927, submit to each Government that part of the collection which particularly concerns it, in order that the Governments may review and, if necessary, complete the texts. The collection of laws when complete will be issued in both the official languages of the League.

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The report of the Committee was placed on the agenda of the June session of the Council. The resolutions adopted by the Council as a result of the examination of this report will be summarised in the Supplementary Report to the Assembly.
B. CHILD WELFARE.

The Child Welfare Committee held its fifth session at Geneva from April 12th to 18th, 1929.

1. BLIND CHILDREN.

The Child Welfare Committee, having taken note of the Danish representative’s report on the question of blind children, requested her to continue to keep in touch with the enquiries into this problem now being conducted by the other organisations of the League of Nations, and empowered her to establish contact with these bodies for this purpose. It requested her to make a fresh report to the Committee at its next session on the state of the question.

2. PRELIMINARY ENQUIRY CONCERNING CHILDREN IN MORAL AND SOCIAL DANGER.

It will be remembered that the Child Welfare Committee decided at its session held in 1928 to utilise the gift of $5,000 made in 1925 by the American Social Hygiene Association for an enquiry into the problem of the child whose environment is bad and who is exposed to moral and social danger. The Council, having approved this suggestion, decided on August 31st, 1928, to appoint Mlle. Chaptal to conduct the enquiry. At the recent session of the Committee Mlle. Chaptal gave an account of the preliminary steps she had taken. The enquiry will be continued by various means, including visits to certain countries.

3. ILLEGITIMATE CHILDREN.

The Committee, having examined the report prepared by the Secretariat on the position of the illegitimate child, expressed the hope that Governments would continue to send information as to any changes in their laws.

The Committee considered, from an examination of the reports received, that more effective protection should be ensured to illegitimate children; it decided to keep the question on its agenda, and expressed the opinion that in all questions of protection and assistance the illegitimate child should be as well treated as the legitimate child, due respect being paid to the rights of the family.

The Committee requested its Legal Sub-Committee to examine the report and decide what questions should be studied, and in what order.

4. PROVISIONAL DRAFT AGREEMENT REGARDING THE RETURN TO THEIR HOMES OF CHILDREN AND YOUNG PEOPLE.

The Committee carefully examined the provisional draft agreement laid before it by its Legal Sub-Committee.

It thought it necessary that the provisional draft should state clearly:

1. That the interests of the minor must be given first consideration, both by the authority making the application for the return home and by the authority to whom it is addressed;

2. That the contemplated agreement does not affect the right of persons invested with paternal power or with the right of custody to have recourse to the courts, since the aim of the provisional agreement is to enable minors to be returned to their homes more rapidly and at less expense than by judicial means, and not to abolish or restrict the right to apply to the courts in accordance with the laws of the respective countries.

The Committee approved the provisional draft agreement in its final form and resolved that the Council of the League of Nations should be asked to communicate it to all Governments for their observations.

5. PROVISIONAL DRAFT CONVENTION ON ASSISTANCE TO MINORS OF FOREIGN NATIONALITY.

The Child Welfare Committee discussed a provisional draft Convention on assistance to minors of foreign nationality, which had been drawn up by its Legal Sub-Committee. The Committee thought it desirable and possible to find a solution for the particularly serious problem of assistance for indigent foreign minors, pending the settlement of the whole question of assistance and protection for indigent foreigners.

The Committee adopted the draft and recommended that it should be communicated by the Council of the League of Nations to all Governments for their observations.

6. CINEMATOGRAPH.

The Director of the International Educational Cinematographic Institute made a statement to the Committee on the programme he proposed to carry out. He emphasised the necessity of close co-operation between the Child Welfare Committee and the Rome Institute.

The Committee thanked the Director of the International Educational Cinematographic Institute and expressed the desire that he should be present at future sessions of the Child Welfare Committee.
Further, the Committee reiterated the recommendations it had made in previous years regarding measures of safety and hygiene in cinema halls, and in particular the recommendation concerning non-inflammable films.

It requested its representative at the International Educational Cinematographic Institute to direct the attention of the latter to a study of the means for promoting and encouraging the production, exchange and representation of films of a recreational and instructive character intended specially for children.

7. COMPOSITION OF THE COMMITTEE.

At the request of the Council, the Committee considered the question of its own composition and the suggestion that the assessors should be invited to attend the meetings only when subjects are under discussion which are of particular concern to the organisations they represent.

After a prolonged discussion, the Committee decided to suggest respectfully to the Council that it should consult the Committee before any steps were taken in future to add to the number of assessors.

It laid down certain desirable conditions for limiting the number of assessors and the length of their term of office, and stated that it was advisable that it should reconsider its rules of procedure, including the question of the appointment and re-election of assessors.

8. JUVENILE COURTS.

The Committee approved the questionnaire drawn up by the three Rapporteurs whom it had appointed at its fourth session. It expressed the desire that the questionnaire should be sent out to all Governments, including those which are not Members of the League of Nations. It decided to keep on its agenda the study of the question of juvenile courts, and it proposes at a future session to undertake, in agreement with the International Prison Commission, a study of the institutions which enforce the decisions of the juvenile courts.

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The Committee’s report was placed on the agenda of the June session of the Council. The resolutions adopted by the Council as a result of the examination of this report will be summarised in the Supplementary Report to the Assembly.

II. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

A. WORK OF THE ADVISORY COMMITTEE DURING ITS TWELFTH SESSION.

The twelfth session of the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs was held at Geneva from January 17th to February 2nd, 1929.

RATIFICATION OF THE GENEVA CONVENTION.

The Committee noted with great satisfaction that the Geneva Convention came into force on September 25th, 1928. Despite this encouraging progress there still remained half the number of States Members of the League which had not ratified the Convention. In view of this fact, the Committee decided to request the Council to send a letter on the subject to the Members in question. It passed, further, a resolution emphasising the great importance to the work of the League of the ratification of the Geneva Convention by all States, and pointing out that the control of the international trade in opium and drugs, and the suppression of the illicit traffic by the League could not operate effectively so long as a large number of States were unwilling to undertake the obligations of the Convention.

IMPORT CERTIFICATE SYSTEM.

In order to facilitate the application of the import certificate system established by Chapter V of the Geneva Opium Convention, the Committee decided that steps should be taken to clear up the present state of uncertainty as to the exact nature of the system for the control of exports and imports of narcotic drugs in operation in the various countries which have adopted the import certificate system in any form. The Committee proposed that the Secretary-General should make the necessary enquiries regarding this matter in such countries.

The Committee proposed, further, that the Governments which had adopted the import certificate system should authorise the competent services in the different countries to exchange the certificates direct without employing the ordinary diplomatic channels.
METHYLECGONINE AND BENZOYLECGONINE.

The Committee was informed of the fact that two new drugs had been placed on the market and found in the illicit traffic under the name of methylecgonine and benzoylecgonine. The Committee has drawn attention to the fact that the composition of these two drugs makes them subject to the provisions of the Geneva Convention, and it requested the Council to communicate this information to the Governments.

ANNUAL REPORTS FROM GOVERNMENTS.

The Committee examined the list of Governments which had forwarded annual reports to the Secretariat and noted that a number of States, including certain Members of the Council, had never furnished reports despite repeated requests. The Committee pointed out that among the States which sent in no reports were two of considerable importance from the point of view of the production and distribution of opium. These States were Persia and Turkey, whose production of opium, so far as the Committee had been able to ascertain, amounted to over one million kilograms per annum. The Committee, having no direct sources of information concerning this huge quantity, pointed out that it was unable to follow in a satisfactory manner the distribution of the drug.

The Committee stated also that it had received very little information from South and Central American States. It, therefore, expressed the hope that the Council would use its influence with the States Members of the League, urging them to forward their annual reports yearly and in the form laid down by the League. As regards Turkey and the Union of Socialist Soviet Republics which are not Members of the League, the Committee expressed the desire that the Secretary-General should continue his efforts to obtain information on the traffic in opium and other dangerous drugs in those countries.

The Committee stated, moreover, that it had been seriously hampered in the preparation of its annual statistics by the fact that a number of important Governments had failed to send in their reports until many months after the date laid down by the Council, and the Committee asked the Council to impress, in the strongest possible manner, on the States Members of the League that the annual reports should be despatched not later than July 1st, in the case of European countries, and October 1st in the case of non-European countries.

In connection with the examination of the annual reports received from Governments, the Committee drew attention to certain passages in the reports published by the Persian Administrator-General of Finance and the Administration of the Persian Customs. The Committee noted that the export figures given by the Persian authorities did not correspond with the import statistics of Persian opium sent in to the League by other Governments. The Committee expressed a wish that the Council should ask the Persian Government for detailed information on this point.

The Committee, learning that a new drug factory had been established in Hungary, the raw materials for which appeared to be of Hungarian origin, suggested that the Council should ask the Hungarian Government to send to the next session of the Committee a representative who could give it further information as to the working of this factory and the general position in Hungary as regards the traffic in opium and other dangerous drugs.

ILLICIT TRAFFIC.

As regards the illicit traffic, the Committee noted, in particular, a memorandum submitted by the Netherlands Government on the transactions of a Dutch firm. This document was referred to by the Committee as the most important and the most detailed document with which it had ever had to deal regarding the ways and manner in which the drugs were supplied to the international illicit traffic.

In discussing the means of combating the illicit traffic, the Committee emphasised the fact that the use of serial numbers on every package leaving the factory had facilitated investigation in some of the cases reported. It desired to urge upon Governments the great value of such a system of numbering which had already been recommended in the Administrative Code drawn up by the Committee at its eleventh session, and which, in the Committee's opinion, might with advantage be made compulsory not only upon manufacturers but also upon wholesale dealers in drugs.

The Committee insisted once more on the necessity of Governments making special enquiries before granting licences to applicant firms in order to satisfy themselves that these firms enjoyed a good reputation, and it urged that the Governments should immediately withdraw licences which had already been granted for manufacturing or dealing in drugs where it was amply shown that the firm which had obtained the licence was engaging in illicit traffic or supplying drugs for such traffic.

The Committee desired to emphasise the great importance of the method of investigation into cases of illicit traffic recommended by it in a resolution adopted at its ninth session, namely, that a thorough examination should be made of the books, registers of purchases and sales of the drugs, and other records of the manufacturers or importers of the drugs and of all persons dealing in the drugs on a considerable scale, so as to track down the drugs to the point at which they entered the illicit traffic.
The Committee noted with satisfaction the exemplary sentences imposed upon traffickers in the United States of America, and drew attention once more to the importance of the provision in the laws of all countries of adequate penalties in connection with illicit traffic. The Committee felt it necessary to point out very strongly that it was desirable that Governments which furnish reports to the League should mention in their reports all seizures, on however small a scale, that throw light on the methods employed by illicit traffickers.

In connection with the resolution passed at the eleventh session of the Committee, in which it urged that the Governments of countries in which seizures have been made should be enabled to obtain facsimiles of telegrams sent in connection with smuggling transactions, the reply received from Governments indicated the existence of certain legal difficulties. In particular, the question was raised whether the International Telegraphic Convention of St. Petersburg, guaranteeing telegraphic secrecy, did not prohibit such interchange. The Committee asked the Council to request the Governments to study the question and to inform it of the results of their investigation.

In the course of the discussion on the reports on seizures submitted by the Netherlands Government and the United States Government, the Committee learned that large quantities of drugs manufactured or sold by the four firms mentioned below had been found in the illicit traffic: Chemische Fabriek Naarden, Bussum; Fabrique de Produits chimiques ci-devant Sandoz, Basle; C. H. Boehringer Sohn, Hamburg; and the Société industrielle de Chimie organique, Sainte Geneviève.

With regard to the smuggling of drugs through the post, the Committee decided to request the London Conference of the Universal Postal Union, of 1929, to examine the possibility of introducing into the Convention a provision authorising the administrations, both in the countries of consignment and in the countries of destination, to subject to Customs supervision correspondence, letters, business papers and samples which they had reason to suspect contained drugs.

In order to facilitate the application of such a provision, the Committee put forward a number of further suggestions and proposed to the Council to invite the British Government to lay these recommendations before the Postal Conference.

RELATIONS BETWEEN THE ADVISORY COMMITTEE AND THE PERMANENT CENTRAL OPIUM BOARD.

The Advisory Committee, at previous sessions, had already examined the question of its relations with the Permanent Central Opium Board, provided for under the Geneva Convention. In accordance with the provisions of that Convention the Council, in December last, set up the Permanent Central Opium Board. This Board held its first session at Geneva during the twelfth session of the Committee.

The Advisory Committee thought it desirable to take advantage of this opportunity in order to study, with a delegation from the Central Board, the future relationship of the two bodies. Before this discussion an exchange of views took place between the members of the Committee in regard to the question whether the work and powers of the Advisory Committee would be affected in any way by the creation of the Permanent Central Opium Board.

After an exhaustive discussion, the Committee noted that its rights and duties would in no way be restricted by the creation of the Central Board. Nevertheless, by the fact of the new body having entered upon its duties, the Committee would be relieved of a large part of its technical work, more particularly, the detailed examination of the different statistics. The Committee intends to continue to examine those statistics, though their preparation and full technical analysis should, in the future, be left to the Central Board. Thus, in the opinion of the Committee, it would be possible to avoid any overlapping between the work of the two bodies.

The Chairman of the Central Board informed the Committee that the members of the Board realised the necessity of co-operating as closely as possible with the Committee, but that it did not desire for the time being to give an opinion as to the details of such co-operation. The Central Board wished, before expressing an opinion on this question, to study the Advisory Committee's work rather more closely and to acquire a practical experience of its own duties.

With a view to ensuring friendly and useful co-operation between the two bodies, the Committee requested its Chairman to keep in close touch with the Chairman of the Central Board.

OTHER QUESTIONS DISCUSSED BY THE COMMITTEE.

The Committee discussed the desirability of requesting the Secretariat to bring to the attention of States Members of the League which had not yet ratified the Geneva Opium Convention the recommendations adopted by the Health Committee under Article 10 of the Convention. The Committee considered that it would be useful if the Secretary-General would also send these recommendations for information to States non-Members of the League.

The Committee also examined a table prepared by the Secretariat showing the factories authorised to manufacture the drugs which are subject to the provisions of the Geneva Convention. It decided to request the Council to submit the table to the States Members of the League of Nations and Governments parties to the Hague and Geneva Conventions, requesting them to be good enough to verify and complete it. The Committee considered that it would be useful if the Secretary-General would also communicate, for information, the list of factories to all the Governments of the States non-Members of the League.
Finally, the Committee considered a letter from the President of the International Criminal Police Commission, in which this Commission asked to be allowed to take part in the work of certain Committees of the League of Nations that might concern the various fields of the activity of the police. The Committee noted that its constitution did not permit it to invite a representative of that Commission to sit as an active member of the Advisory Committee. It added, however, that it would be glad if a member of the Criminal Police Commission could attend when subjects which the Committee feels would be of special interest to it are under discussion.

Action taken by the Council.

The report of the Advisory Committee was examined by the Council at its fifty-fourth session held in March 1929. The Council took note of the report and resolutions of the Advisory Committee and instructed the Secretary-General to take the necessary action to give effect to them.

With regard to the study of the International Telegraphic Convention of St. Petersburg, the Council referred the problem to the Legal Advisor of the Secretariat with a view to its examination, if this should prove necessary, at a subsequent session of the Council by a Committee of the League of Nations, or otherwise.

During the discussion which took place, the representative of Persia made a statement explaining the situation in his country and pointing out that the Persian Government had studied very carefully the means of exercising effective control over the cultivation of the poppy and opium trade, both in the interior and abroad. In the end it had been found that the best, and perhaps the only, means of exercising such control was to make the cultivation of, and commerce in, opium a State monopoly. As soon as the Persian Government had come to this decision, it had begun to take practical measures. It had passed through its Parliament the Monopoly Law which it had now begun to put into practice. The Persian representative assured the Council, on behalf of his Government, that his country had resolutely entered upon the path of progress, that it was discharging its duties so far as lay in its power, and that it would keep the Council informed of any results achieved.

At its meeting on March 7th, 1929, the Council reappointed M. Henri Brenner and Mr. L. A. Lyall, assessors on the Advisory Committee, and appointed as new member Mr. A. H. Sirks, Chief of the Rotterdam Police, as successor to Colonel Woods who, to the regret of the Council, had resigned.

B. PERMANENT CENTRAL OPIUM BOARD.

On December 14th, 1928, at its fifty-third session, the Council constituted the Permanent Central Opium Board according to Article 19 of the Geneva Opium Convention, and appointed the following eight members:

- Dr. O. Anselmino (German).
- M. C. E. Bonin (French).
- Professor Giuseppe Gallavresi (Italian).
- Mr. L. A. Lyall (British).
- Mr. H. L. May (American).
- M. M. Miyajima (Japanese).
- Sir B. K. Mullick (Indian).
- M. Henrik Ramsay (Finnish).

The Central Board held its first session at Geneva from January 15th to 19th, 1929, and met again from April 25th to May 4th, 1929.

In examining the Geneva Convention, the Board came to the conclusion that it had the right to correspond direct with the contracting parties and that unless this right were granted to it the independence of the Board would not be assured.

With regard to its Secretary, the Board was of opinion that its Secretariat should form an integral part of the Secretariat of the League of Nations, but that it must have its own confidential record office. The Secretary of the Central Board would be responsible to the Board for the performance of the duties attaching to the post. As regards all administrative matters concerning pay, promotion, leave, discipline, etc., the Secretariat of the Board should be governed by the Staff Regulations of the Secretariat of the League.

The Board then made proposals to the Secretary-General for the appointment of members of its staff, in conformity with Article 20 of the Geneva Convention.

The Board considered further the form in which the statistics required under Article 22 of the Geneva Convention should be drawn up. After careful consideration, it approved a scheme submitted to it by a Sub-Committee of Experts. The Board considered also the question whether the form for quarterly statistics should be forwarded only to the States that had ratified or acceded to the Geneva Convention or whether it should be sent to other States also. The Board recognised that it was only entitled to require that these statistics should be forwarded to it by the States that had ratified or acceded to the Geneva Convention. Nevertheless, it was unanimously of the opinion that it would not be possible for it effectively to watch the course of the international trade in opium and other dangerous drugs unless statistics of the trade in these substances were forwarded to the Board also by States that had not subscribed to the Geneva Convention. The Board, therefore, decided to forward the forms it had drawn up for quarterly statistics of imports and exports also to the States which had subscribed.
signed but not ratified the Geneva Convention, to the States that were parties to the Hague Convention of 1912, and to other Governments not included in the above categories; it expressed the hope that these States would, in the general interest of humanity, forward these quarterly statistics to the Board though they might be under no legal obligation to do so.

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The report of the Permanent Central Opium Board will be considered by the Council at its fifty-fifth session in June 1929.

C. CONTROL IN THE FAR EAST OF OPIUM PREPARED FOR SMOKING.

Commission of Enquiry in the Far East.

A proposal put forward by the British Government for the appointment of a Commission of Enquiry to consider the present situation as regards the control in the Far East of opium prepared for smoking, was discussed by the Council at its fifty-first session in September 1928. It was then decided to refer the proposal to the Assembly for its consideration. The proposal received the support of all countries with territories in the Far East, but the representative of China stated that the Chinese Government could only support the proposal if the field of investigation of the Commission were not restricted to the Far East but extended, without exception, to all countries which produce or manufacture opium, its derivatives and other drugs. The Chinese Government also desired that China should be represented on the Commission.

The Assembly during its ninth session decided to recommend to the Council the appointment of a Commission of three persons to enquire into and report upon the situation in the Far-Eastern territories of the Governments which agree to such an enquiry. The enquiry will deal with the use of opium prepared for smoking; the measures taken by the Governments concerned to give effect to the obligations undertaken in Chapter II of the Hague Opium Convention of 1912 and in the Geneva Opium Agreement of February 1925; the nature and extent of the illicit traffic in opium in the Far East and the difficulties which it causes to the fulfilment of those obligations; the Commission will also suggest what action should in the circumstances be taken by the Governments concerned and by the League of Nations.

The Assembly also expressed the hope that the Government of the United States of America would permit the Commission to visit the Philippines and inform itself of the experience of the system of prohibition in operation there.

A credit of 100,000 Swiss francs was inserted in the League’s budget for 1929 towards the expenses of the Commission. The representative of Great Britain undertook that the British Government would consult with the other Governments concerned as to the arrangements for the enquiry, and would present a report at the fifty-third session of the Council.

At its fifty-third session, held in December 1928, the Council decided to postpone to its next session further consideration of the British proposal in order that it might have a complete report from the British Government and in order to give the Supervisory Commission time to consider the necessary financial arrangements. The Council decided, however, that the Commissioners should leave on their mission in September 1929. In this connection, reference was made to the desirability of postponing to 1930 the new Opium Conference which, according to Article 12 of the Geneva Opium Agreement, was to be held at the latest in 1929. The Council was also informed that the Government of the United States of America had agreed to receive the Commission in the Philippine Islands and that the Governor-General there would render all possible assistance.

At the fifty-fourth session of the Council in March 1929 the three members of the Commission were appointed:

M. EKSTRAND, Swedish Minister at Buenos Aires, Chairman,
M. Max Léo GÉRARD, directeur général du Fonds d’amortissement de la dette publique belge, and President of the Société d’Economie Politique of Belgium,
Dr. Jean HavLAVA, late Envoy Extraordinary and Minister Plenipotentiary of the Republic of Czechoslovakia at Rio de Janeiro.

As regards financial arrangements for the expenses of the enquiry, the Council was informed that, in addition to the League contribution of 100,000 Swiss francs, the following amounts had been subscribed: by Great Britain 70,000 francs, by France 31,000 francs, by the Netherlands 35,000 francs and by Siam 10,000 francs. The Council decided to approve the estimates of the expenditure of the Commission submitted by the Supervisory Commission and amounting to a total of 249,360 Swiss francs. The Council noted that the sum of 4,000 francs was still required to bring the funds available for the Commission of Enquiry up to 250,000 Swiss francs — the total amount required to meet the estimated expenditure. The representative of Great Britain then gave the assurance that the Council might safely proceed without waiting for the small balance which still remained to be subscribed. The Government he represented, which was already responsible for a contribution of 70,000 Swiss francs, would, if necessary, make up the balance.

Information has since reached the Secretariat to the effect that the Government of Siam has decided to increase its contribution from 10,000 to 14,000 Swiss francs. The total amount of 250,000 francs will therefore be available when the Commission leaves at the end of August 1929, on its mission to the Far East.
12.

INTERNATIONAL RELIEF UNION.

The Permanent Committee, set up by the Preparatory Committee of the International Relief Union in accordance with a resolution adopted by the Council on December 6th, 1927, met in June 1928.

Its duties are in particular “to take or recommend measures to facilitate the coming into operation of the International Relief Union”, and “if necessary, to convene a meeting of the Preparatory Committee, particularly in order to approve draft regulations to be submitted to the General Council of the Union”.

The Permanent Committee devoted the major part of its meetings to the preparation of these regulations. Before asking one of the members of the Preparatory Committee to draw up a preliminary draft of the regulations, it wished to obtain the opinion of those members of the Preparatory Committee who were the best qualified and the most closely concerned in the question. The discussions held on this subject have made it possible for the Permanent Committee to give the necessary directions for this work.

The terms of the regulations were bound, to a large extent, to be dependent upon such concrete proposals as the International Committee of the Red Cross and the League of Red Cross Societies might put forward in regard to the assistance to be given by them to ensure, as the Committee had invited them to do, the central and permanent services of the Union. Their joint proposals have since reached the Permanent Committee which now has them under examination.

Up to May 1st, 1929, the Convention of July 12th, 1927, setting up the International Relief Union had been signed by thirty countries. It has received the ratification or accession of thirteen countries. The list is as follows:

**Signatures**:

- Albania
- Belgium
- Brazil
- Bulgaria
- Colombia
- Cuba
- Czechoslovakia
- Danzig
- Egypt
- Ecuador
- Finland
- France
- Germany
- Greece
- Guatemala
- Hungary
- India
- Italy
- Latvia
- Monaco
- Nicaragua
- Peru
- Poland
- Portugal
- Roumania
- San Marino
- Spain
- Turkey
- Uruguay
- Venezuela

**Ratifications or accessions**:

- Belgium
- Great Britain and Northern Ireland
- Egypt
- Ecuador
- Finland
- Hungary
- India
- Italy
- Monaco
- New Zealand
- Roumania
- Sudan
- Venezuela

13.

INTELLECTUAL CO-OPERATION.

On September 24th, 1928, the Assembly, at its ninth session, took cognisance of the reports submitted by the International Committee on Intellectual Co-operation and by the Governing Body of the Institute, and noted that its recommendations in preceding years in regard to contributions from other States to the budget of the International Institute on Intellectual Co-operation had been acted on, and that more countries had granted subsidies, while France itself had increased its contribution by 500,000 French francs, so that the budget of the Institute for the year 1929 now amounted to 2,896,000 French francs.

The Assembly took note of the progress made in regard to certain questions, such as co-ordination of bibliography for several sciences, co-ordination of higher political and social studies; of the part played by the representatives of the Committee and of the Institute at the recent Rome Conference for the revision of the Berne Copyright Conventions; and the action taken by several States in pursuance of the recommendations of the Sub-Committee of Experts for the Instruction of Young People in the Aims of the League.
In view of the general identity of principles between the Convention of Berne, as revised first at Berlin and then at Rome, and the Copyright Convention signed in 1910 at Buenos Aires by the American States and revised at Havana in 1928, the Assembly, on the proposal of the Spanish delegate, requested the Council to instruct its competent organs to make all the necessary investigations regarding the desirability of a general agreement having for its object the unification, on an international basis and in full conformity with the wish expressed at the Rome Conference for the revision of the Berne Copyright Conventions, of all laws and measures for the protection of intellectual property.

The Assembly requested the States Members to take into consideration the need for the systematic organisation of the exchange of children in secondary schools during the summer holidays with a view to establishing the spirit of peace and international co-operation, for which purpose the existing University offices should be utilised or special organisations created.

Convinced that this international exchange of school-children would greatly promote mutual understanding among peoples, the Assembly recommended that arrangements should be made between different countries on that subject, and begged the Committee on Intellectual Co-operation to instruct the International Institute of Intellectual Co-operation and the Secretariat of the League to facilitate the execution of such arrangements.

Lastly, the Assembly drew the special notice of Governments and requested them to give the greatest possible effect to the resolutions of the Committee on Intellectual Co-operation in regard to:

1. The creation of an information bureau in the national or central library of every State;
2. The preservation of prints and manuscripts;
3. The suppression of Customs duties on prints sent to libraries and recognised institutes;
4. The adoption of the necessary measures for the preservation and study of primitive languages which are dying out.

As the next session of the Committee on Intellectual Co-operation does not take place until July 1929, the report on its proceedings will be summarised in the Supplementary Report on the work of the League. It is possible, nevertheless, to summarise briefly the activities of the International Institute of Intellectual Co-operation, and to refer to certain measures, which have been taken in the sphere of intellectual co-operation since the last session of the Assembly.

1. INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION.

The Institute has kept in touch with the thirty-four National Committees of Intellectual Co-operation, with the International and National Associations, with the Academies, Universities and Secondary Schools and, finally, with the delegates of the States accredited to the Institute (the number of these delegates has increased from forty-one to forty-three and they have held three meetings). The work has been chiefly entrusted to a group of national services.

Since January 1929, the Institute has published a monthly review entitled La Coopération intellectuelle. This review has been well received, but it has not been possible to publish it in more than one language. The publication of the list of remarkable works is still being continued and the collection of the Ibero-American classics has been prepared with the help of subsidies received from Brazil and Chile. The first volumes will shortly appear.

The Section on University Relations has published a list of the holiday courses held in Europe in 1929, and a new edition of University Interchanges in Europe. It has compiled information regarding the Institutes of Scientific Studies on International Relations.

The two Sections on Scientific Relations have continued the negotiations for the enquiry into languages in danger of extinction, the unification of linguistic phræsology, the co-ordination of linguistic sciences, the reproduction of documentary publications and the study of micro-photography.

The Section on Artistic Relations was responsible for the International Congress on Popular Arts held at Prague in October 1928. It provided the Secretariat for the International Committee on Popular Arts, set up as a result of the Congress. It has prepared for the first exhibition of casts which will be held at Cologne in August 1929. The publication of the review Mouseion is being continued and a list of the museums of France has been prepared.

The Section on Literary Relations has continued its enquiry into the question of translations, and has conducted negotiations for a resumption of the International Congresses of Publishers.

The Legal Service has continued its researches and negotiations in connection with standard publication contracts and legal deposit, documents on the law relating to authors' rights, scientific property and the legal and social position of intellectual workers.

The centre of school information, with the staff of the Secretariat which is working at the same task along parallel lines, has continued the compilation of a methodical collection of documents on the preparation of peace by education in the various countries, and has entered into informal negotiations with the institutions concerned. A tour undertaken for this purpose by the Deputy-Director of the Institute in Central and Northern Europe has led to useful developments.

The various Sections of the Institute have been, respectively, responsible for the meetings of experts and have taken part in international congresses within their competence. The Institute has afforded hospitality to several international meetings such as the Congress of Women Doctors.
The number of States contributing an annual subsidy to the International Institute on Intellectual Co-operation has increased from twelve to nineteen, owing to favourable decisions taken by the Governments of the following countries: Belgium, Brazil, Colombia, the Dominican Republic, Egypt, Roumania, Venezuela.

2. MEETINGS OF VARIOUS COMMITTEES OF EXPERTS AND REPRESENTATIVES.

In pursuance of the resolutions adopted by the Committee on Intellectual Co-operation at its session in July 1928 and approved by the Council and the Assembly, the following Committees of experts and representatives have met at the International Institute of Intellectual Co-operation at Paris:

(a) Meeting of representatives of museums concerned in questions relating to casts (January 14th, 1929);
(b) Meeting of the Consultative Committee of Experts of the International Museums Office (February 8th, 1929);
(c) Meeting of library experts (February 11th-13th, 1929);
(d) Meeting of the Bureau of the International Museums Office (March 6th-8th, 1929);
(e) Meeting of experts on Romance Philology (March 21st-22nd, 1929);
(f) Fourth meeting of Directors of National University Offices (April 11th-12th, 1929);
(g) Fourth session of the Committee of Representatives of International Students’ Organisations (April 25th-27th, 1929);
(h) Meeting of experts on Inter-scholastic Correspondence (May 27th-28th, 1929);
(i) Meeting of the Bureau of the International Museums Office (May 29th, 1929).

In addition, a meeting of experts for the co-ordination of advanced international studies was held in London, March 11th-14th, 1929.

The reports on the work of these various Committees will be submitted to the Committee on Intellectual Co-operation at its next session in July, and will be referred to in the Supplementary Report to the Assembly.

3. APPOINTMENT OF A NEW MEMBER TO THE COMMITTEE ON INTELLECTUAL CO-OPERATION.

On March 9th, 1929, the Council, having accepted the resignation of M. Leopoldo Lugones on December 14th, 1928, appointed M. Mariano H. CORNEJO (Peru) to be a member of the Committee until the end of M. Lugones’ term of office (June 1931).

4. FORMATION OF NEW NATIONAL COMMITTEES.

Since the Committee’s last session two important National Committees on Intellectual Co-operation have been set up — in Great Britain and Italy, respectively, and the Roumanian Committee has been reorganised.

5. INTELLECTUAL STATISTICS.

The International Statistical Congress at Cairo passed resolutions emphasising the practical value of co-ordinated intellectual statistics, which would serve as a reference inventory and would afford a survey of the intellectual resources of each country. These resolutions were considered by the Joint Committee on Intellectual Statistics and communicated to the Committee on Intellectual Co-operation. On the latter’s proposal, the Council, at its meeting on September 1st, 1928, passed a resolution inviting the Governments of the States Members of the League to place at the disposal of the competent departments of their administrations the means required to give the fullest possible effect to these recommendations. In a letter dated September 27th, 1928, the Secretary-General communicated this resolution to the States Members of the League.

Replies have been received from the Governments of Latvia (February 1st, 1929) and Estonia (February 12th, 1929). The Latvian Government has transmitted all the relevant documentation to the Latvian Statistical Office, which, after careful consideration of the suggestions it contains, has pronounced in favour of the carrying-out of the programme drawn up by the Joint Committee on Intellectual Statistics.

In Estonia, the competent authorities agree, in principle, as to the necessity of carrying out the measures proposed by the International Statistical Institute.

6. INTERNATIONAL EXCHANGE OF PUBLICATIONS.

In a letter dated October 24th, 1927, the Secretary-General asked the views of Governments regarding the possibility of improving the exchange of official publications.

Two replies have been received since the last session of the Assembly. The first is from the Government of India, which informs the Secretary-General that it is at all times willing to supply foreign Governments free of cost with copies of any official publications for which
they may ask, but that it does not propose to adhere to the Convention of 1886, nor does it see any necessity for concluding a separate Convention on the matter.

The second reply is from the Czechoslovak Government, which is prepared to associate itself with any arrangement which would be likely to effect an improvement in the exchange of official publications.

7. INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

In accordance with the resolution adopted by the Assembly on September 20th, 1927, and in view of the Council's acceptance on September 28th of the same year of the Italian Government's offer to found and maintain an International Educational Cinematographic Institute at Rome, the Italian Government has established the Institute in question and placed it at the disposal and under the control of the League.

The International Educational Cinematographic Institute was inaugurated on November 5th, 1928, and immediately after the opening ceremony the Governing Body held its first session, the chair being taken by M. Alfredo Rocco, Italian member of the Committee on Intellectual Co-operation.

The members of the Governing Body of the Institute, who have been appointed by the Council of the League, are:

- Dr. Cörlis (German), President of the German Educational Film-Producers' Association.
- Professor Henri Fogillon (French), Member of the Sub-Committee for Arts and Letters.
- Mr. G. T. Hankin (British), Inspector of Schools, Board of Education.
- Dr. Vernon Kelllogg (United States of America), General Secretary of the United States National Research Council, Member of the Sub-Committee on University Relations.
- Professor Ragnar Knoph (Norwegian), Member of the Sub-Committee on Intellectual Rights.
- Dr. Hugo Knüssl (German), Director of the Prussian State Library, Member of the Sub-Committee on Science and Bibliography.
- M. Louis Lumière (French), Member of the Institut de France.
- Mr. Carl E. Milliken (United States of America), General Secretary of the American Cinema Film-Producers and Distributors, Governor of the State of Maine.
- Professor Gilbert Murray (British), Chairman of the Committee on Intellectual Co-operation.
- Professor Inazo Nitobe (Japanese), late Under-Secretary-General of the League of Nations, Member of the Imperial Japanese Academy.
- Dr. R. P. Parasjpye (Indian), late Minister of Education, Bombay, Member of the Council of the Secretary of State for India, London.
- Professor Gonzague de Reynold (Swiss), Member of the Committee on Intellectual Co-operation.
- Professor Alfredo Rocco (Italian), President, Member of the Committee on Intellectual Co-operation.
- Don Pedro Sangro y Ros de Olano (Spanish), Member of the Child Welfare Committee.

The first work of the Governing Body was to draw up the general and administrative regulations of the Institute on the basis of the Organic Statute. It sought in particular to indicate and define the object, spirit and methods of the new Institute. Its object is declared to be to encourage the production and promote the dissemination of educational films. Its spirit is the spirit of the League of Nations, and the Institute must accordingly work to promote mutual international understanding. The methods employed will be practical and scientific, and will be those that have already been proved to be satisfactory — the co-ordination of effort, and national and international co-operation.

The internal organisation will be determined by actual experience and by the results of the work accomplished. The regulations provide, however, for five sections, apart from certain supplementary services. This arrangement represents the main branches of the educational cinematograph — agricultural and vocational training, health propaganda and social prophylaxis, and school teaching, including cinematography as an aid to science, literature and art. Provision is also made for a technical section and an information section, with a film library. The Governing Body has been careful, however, not to frame the Institute on a fixed pattern, but first to explore the ground, collect the necessary information and take the first steps in co-operation.

This work of co-operation constitutes one of the reasons, perhaps the main reason, for the Institute's existence, since its method is that of co-ordination. The Governing Body accordingly instructed it, before undertaking any other work, to get immediately into touch with official and private bodies dealing with the educational cinematograph. The official bodies in question are the International Labour Office, the Child Welfare Committee, the International Institute of Intellectual Co-operation, the Health Organisation and the International Institute of
Agriculture at Rome. As regards the private organisations, the Governing Body laid down the principle that the Institute should be prepared to co-operate with all bodies working in a serious and disinterested spirit. The Institute will therefore prepare as full a list as possible of organisations dealing with the educational cinema; it will then ask them what form of cooperation they desire to maintain with it.

The Governing Body then dealt with the question of staff. As it has adopted the principle of gradual development, the Institute will begin its work with a small staff, appointed provisionally.

The Governing Body unanimously selected as Director of the Institute, M. Luciano de Feo, former Director of the Unione Cinematografica educativa. The Governing Body further drew up and adopted financial regulations. It then dealt with the budget. This was considered in two aspects — a provisional budget for the period to the end of 1928, and the 1929 budget.

The Italian Government generously raised the original annual grant of 600,000 lire to 800,000 for 1929, provided a further 90,000 lire yearly for entertainment expenses, and endowed the Institute with magnificent quarters in the Villa Falconieri at Frascati, where the Director's office and the technical services will be installed, and the Villa Torlonia in Rome, for the administrative services.

It should also be mentioned that the Governing Body had occasion during its discussions to consider the future growth of the educational cinematograph as a result of recent inventions and of teleprojection. It is of opinion that the Institute will be compelled to extend its activities to the sphere of television and also, very probably, to deal with broadcasting as an aid to the educational cinema, since broadcasting also is a powerful instrument of popular information, educational diffusion and instruction.

Lastly, the Governing Body proceeded on November 9th to appoint the Permanent Executive Committee as provided in Article 8 of the Organic Statute. It consists of the following members:

Professor Focillon.
Dr. Krüss.
Dr. Paranjpye.
Don Pedro Sangro y Ros de Olano.

In conformity with the Statute (Article 8), the President of the Permanent Executive Committee is the President of the Governing Body, M. Alfredo Rocco.

The Executive Committee first met on November 10th, 1928. In the exercise of powers delegated to it by the Governing Body, it nominated the officials necessary at the outset. It also heard and discussed a report by M. de Feo on the work of the Institute.

The Executive Committee held a second session on March 25th-26th, 1929, when it examined a report by the Director of the Institute on certain journeys undertaken with the object of establishing contact with the organisations named in the earlier resolutions and with America. The Committee also appointed certain officials of the Institute and proposed to the Governing Body that Mr. Milliken should be appointed to fill the vacant place on the Permanent Executive Committee.

8. INSTRUCTION OF YOUNG PEOPLE IN THE AIMS OF THE LEAGUE.

I. Handbooks for Teachers.

At its eighth ordinary session the Assembly approved a recommendation made by the Sub-Committee of Experts appointed in 1926 to study methods of introducing knowledge of the League into schools.

The Assembly asked that a special reference book, giving an account of the aims and machinery of the League, the International Labour Organisation and the Permanent Court of International Justice, should be prepared. The Secretary-General of the League was to be asked to undertake, in co-operation with experts of his own choice, the preparation of that part of the reference book which would deal with the organisation and aims of the League.

The Secretariat prepared this booklet and published it early in 1929. It aims solely at presenting a nucleus of basic facts intended for the use of teachers; no discussion of teaching methods has been included, nor is the book a history of League activity. The experts recognised that, in regard to these matters, it was impossible to produce a single text which would be equally satisfactory for all the Members of the League.

As is pointed out in the introduction, the teacher will wish to study and teach in greater detail those questions which particularly affect his own people, or to whose solution his own countrymen have specially contributed. The experts considered, however, that certain fundamental facts regarding the organisation and aims of the League should be drawn from the same central source of information. They therefore suggested that the booklet should be studied by the competent educational authorities in all countries Members of the League, translated where necessary, and, if thought desirable, embodied in a reference book containing a fuller explanation, by the country concerned, of the League's activity.

By a letter dated March 13th, 1929, the Secretary-General sent this booklet, which is entitled The Aims and Organisation of the League of Nations, to the Governments of the States Members
of the League, asking them to inform him of any measures which they might take to introduce it into the schools in one or other of the languages of the original publication, or in a translation.

At the same time, he said that he would be glad to be informed of any steps which might be taken for the preparation in each country of a reference book on the League containing, as suggested by the Assembly, the text of the booklet.

Replies have so far been received from the Governments of Belgium, the Free City of Danzig, Estonia, France, Italy, Latvia, Lithuania and Spain.


Since the last session of the Assembly and the September sessions of the Council, the Information Section of the Secretariat has prepared periodical summaries of the work of the League for educational reviews. This work was undertaken at the request of the International Committee on Intellectual Co-operation. The periodical summaries have been sent to some 150 reviews, at least one-third of which, to the Secretariat's knowledge, have published the articles written for their use.


The Sub-Committee appointed to consider the possibility of publishing a League of Nations educational survey decided that it would be desirable to publish all the relevant information relating to the instruction of young people in the aims of the League. The first issue of this survey will be published in July 1929. Correspondents have been appointed in various countries, and material is now being collected. The Committee of Management consists of M. Casares, representing the International Committee on Intellectual Co-operation, Professor A. Zimmern, representing the International Institute of Intellectual Co-operation and a representative of the Secretariat of the League.


The International Committee on Intellectual Co-operation had put forward the idea of an international congress of popular art, and its proposals were sanctioned by the Assembly of the League in September 1926. The Congress was held at Prague from October 7th to 14th, 1928.

The organisation of the Congress was entrusted to the International Institute of Intellectual Co-operation, assisted by the Secretariat of the League. The Czechoslovak Government granted a subsidy to cover the cost of staff and equipment, and the Committee on Intellectual Co-operation and the International Institute provided funds from their budgets to meet the expenses for which they were responsible.

Nearly 300 persons, representing 31 nationalities, met at Prague for the Congress. The formal opening meeting took place on Sunday, October 7th, at the City Hall. The proceedings continued in the Karl University building from October 8th to 13th. Five Committees were formed: (1) historical studies, method, museology, and general questions; (2) woodwork and metalwork, architecture, interior decoration, furniture; (3) weaving, costumes, embroideries, lace, net, carpets, peasant drawings and paintings; (4) instrumental music and song; (5) the dance, the stage and popular artistic performances.

The resolutions and recommendations adopted by the Congress had as their principal object the establishment of an International Popular Art Committee which will keep in touch with the Committee on Intellectual Co-operation and with the International Institute on Intellectual Co-operation.

The Congress recommended that its proceedings should be published by a Committee of Experts, and that a general list of museums of popular art should be drawn up; that international exhibitions of folk dances should be held; that folk dances and costumes should be recorded by the cinema; that an international wireless concert of folk-songs should be organised; that the existing movements for the scientific study of folk-songs should be co-ordinated; that open-air museums of popular art should be established; that popular art films should be exchanged; that an international popular art documentation centre should be organised in connection with the International Popular Art Committee; that a study should be made of popular art in relation to workers' leisure; that national popular art societies should be formed in countries where they do not yet exist; that an exhibition of popular art should be held at Berne in 1934; that the societies for the protection of village arts should extend their activities; and that folk-songs should be recorded for the gramophone.

The closing meeting took place on October 13th.