which must be fulfilled before a territory placed under mandate might, in accordance with Article 22 of the Covenant, be emancipated. The Rapporteur to the Council, replying to a question put by the Vice-Chairman of the Mandates Commission, further explained that the question of the conditions governing the termination of a mandate was quite a different matter from the question of the conditions which should govern the admission of a mandated territory to the League of Nations, on which the Commission was not invited to express an opinion.

The British representative on the Council hoped that the Mandates Commission would complete its study of the question during its session to be held in June 1931, and be able to submit definite recommendations in its report on the work of that session.

2. TREATMENT EXTENDED IN COUNTRIES MEMBERS OF THE LEAGUE OF NATIONS TO PERSONS BELONGING TO TERRITORIES UNDER A AND B MANDATES AND TO PRODUCTS AND GOODS COMING FROM THOSE TERRITORIES.

The Council, on September 6th, 1929, invited the mandatory Governments to communicate their views as to the necessity and expediency of concluding an international Convention in order to secure for the territories under A and B mandates the benefits of reciprocity in respect of the economic equality which those territories are obliged to grant to States Members of the League.

In response to this request, the Belgian Government declared itself in favour of a Convention; the French Government replied that it would facilitate the task of the mandatory Power in future; the British Government, although of opinion that such a Convention would be welcome, did not consider it indispensable.

The Mandates Commission considered the views of the mandatory Governments during its session held in June 1930. It doubted whether the suggested advantages were really sufficient to justify it in proposing to the Council so complicated a procedure as the establishment of an international Convention, and confined itself to suggesting that the Council should ask the Members of the League to give favourable consideration to any request for reciprocity which might be made to them by the mandatory Powers concerned.

The Council, on September 9th, 1930, endorsed this suggestion of the Mandates Commission, and asked the Secretary-General to invite the States Members of the League of Nations to give favourable consideration to any requests that might be made to them by the mandatory Powers, with a view to securing to persons belonging to territories under A and B mandates, or at all events to goods coming from those territories, advantages corresponding to those enjoyed in them by their own nationals and goods.

3. PUBLIC HEALTH.

The Mandates Commission in its report to the Council on the work of its nineteenth session, held in November 1930, submitted the conclusions of its enquiry into the question of public health in the mandated territories. The Council, on September 6th, 1929, had decided to ask the mandatory Powers to reply to certain questions raised by the Commission with regard to the public health services in the mandated territories, and the conclusions of the Mandates Commission were based on a careful consideration of the replies received. The Commission was of opinion that the data obtained as a result of this enquiry showed that it was necessary still further to develop the public health services. It accordingly recommended the Council to invite the mandatory Powers to conform to certain rules in recruiting officials for the medical services, to encourage and promote the medical work of the missions, and to admit fully qualified doctors and public health research workers to the mandated territories irrespective of their nationality.

The Council, on January 22nd, 1931, decided to invite the mandatory Powers to conform with these recommendations, subject to the requirements of public order and local legislation.

II. ADMINISTRATION OF THE TERRITORIES UNDER MANDATE.

Territories under A Mandate.

1. IRAQ.


The Council, on September 24th, 1930, acting upon a request of the British Government, invited the Mandates Commission to examine the Anglo-Iraqi draft Judicial Agreement initialled at Baghdad on June 30th, 1930. This agreement was intended to replace the Judicial Agreement of March 25th, 1924. The Mandates Commission was requested to submit its views in time for their discussion at the session of the Council to be held in January 1931.
The Mandates Commission reviewed the Agreement during its nineteenth session, held in November 1930. It concluded that, while abolishing special privileges granted to the nationals of certain foreign States under the previous agreement, it seemed to offer to all foreigners in Iraq essential guarantees for the dispensation of justice and that it constituted an improvement in criminal procedure in favour of all persons in the country subject to Iraqi criminal jurisdiction. It observed that, under the new Agreement, close co-operation between the British and Iraqi authorities and the responsibilities of the mandatory Power arising out of the Covenant were duly maintained.

The Commission advised the Council that there was no objection to approving the new Agreement subject to the condition, laid down at a previous meeting of the Council on March 9th, 1929, that the mandatory Power should previously obtain the consent of the States whose nationals enjoyed privileges under the previous agreement of March 25th, 1924.

The Council, on January 22nd, 1931, noted the views of the Mandates Commission and duly approved the Agreement of June 30th, 1930, subject to the consent of the States concerned. The British Government, on March 21st, 1931, announced that the fourteen interested Powers had all notified their approval of the new Agreement, which had been signed at Baghdad on March 4th, 1931, by the High Commissioner for Iraq and the Iraqi Prime Minister. The necessary steps were being taken to put the new arrangement into force as soon as possible.

(b) Administration of the Territory of Iraq.

The Mandates Commission, during its nineteenth session held in November 1930, examined the annual report of the mandatory Power for 1929 with a view to ascertaining the progress made by Iraq towards political maturity. The report submitted by the mandatory Government was supplemented to a considerable extent by the oral replies of the accredited representative.

The Commission felt nevertheless that it had not yet sufficient information at its disposal to justify it in formulating an opinion on the progress achieved by Iraq as a result of eight years under the mandatory system.

The Commission accordingly felt it necessary to renew a recommendation made in the previous year to the effect that the mandatory Power should endeavour in future reports to indicate the results which, in the work so far accomplished, might be attributed to the action of the officials of the British Government in the service of the mandated territory and those which must be attributed to the efforts of the Iraqi Government itself. It again emphasised the desirability of describing as far as possible the extent to which the Iraqi authorities were dependent upon British support, the efforts made, the opposition encountered and the results achieved in each particular sphere of administration. The Commission was fully confident that the mandatory Power, which had clearly intimated its desire to ensure complete independence for Iraq by 1932, would do everything in its power to make the general statement as comprehensive and detailed as possible with a view to providing the Commission with the elements which were essential for its examination of the question.

The report of the Commission was examined by the Council on January 22nd, 1931. The British representative intimated that steps would be taken to prepare a comprehensive review of the progress made in Iraq under the mandatory regime. The report would include a general statement on the existing situation, with all the information which the Commission was likely to require, and it would be submitted in time for its examination at the session of the Commission to be held in June. It would thus be possible for any deficiencies to which the Commission might draw attention in June to be remedied during the November session, either by means of a supplementary report or information given verbally by the accredited representative when the annual report for 1930 came to be examined.

The report of the Mandates Commission on the work of its nineteenth session held in November 1930 contains several observations on the political situation, on education, on public health, on the administration of justice and on the economic development of the territory.

The Commission, in its observations on the political situation, emphasises that, under all circumstances, respect for the rights of racial, linguistic and religious minorities should be assured in Iraq, being one of the main guarantees of the security, public order and prosperity of the country. The Commission set up by the Council on September 30th, 1924, to examine on the spot the question of the frontier between Turkey and Iraq and the Council itself, in a resolution adopted on December 16th, 1925, referred to the necessity of satisfying the aspirations of the minorities of Iraq and of affording equal protection to all elements of the population. The Mandates Commission echoed the apprehensions felt, not only by the parties concerned, but also by a considerable section of the public in several countries, regarding the lot of the minorities in Iraq now that the country is preparing for complete independence, and the supervision of the administration of the mandatory Power is being gradually relaxed. The accredited representative of the mandatory Power has declared that Iraq, on obtaining her freedom, will undoubtedly be prepared to accept international obligations safeguarding the rights of minorities in her territory. The Commission feels that this statement should dispel the anxiety of the persons concerned and those who, outside Iraq, are anxious about the future of the minorities.

The Commission repeats its previous recommendations that the public health and education services should be improved and developed and the credits allocated for this purpose increased.
The Commission recalls the observations it had made in the previous year regarding the production of oil. It had expressed the hope that the responsible authorities would see their way, should any fresh concessions be granted, to impose on the companies receiving them, conditions which would ensure the effective development of the oil deposits in Iraq. The Commission, adhering to this previous declaration, trusts that the competent authorities will pursue a policy entirely in conformity with the interests of the territory, not only in the event of application being made for new concessions but in the event of it being necessary to interpret the agreements already concluded with the existing companies. The Council on January 22nd, 1931, decided to forward these observations to the mandatory Power.

Two petitions relating to Iraq were examined by the Commission during its nineteenth session.

The first was a petition from the British Oil Development Company, Ltd., concerning the exploitation of the oil fields. The Commission considered the petition together with the observations submitted by the British Government on the subject. It requested the Council to ask the mandatory Power whether there existed a judicial authority competent to deal with the matter which formed the subject of the petition. This request was prompted by a desire on the part of the Commission to observe one of its essential rules in dealing with petitions, namely, that it should regard as non-receivable petitions in respect of a dispute with which the courts had competence to deal.

The second petition was from the representatives of the Kurdish minority in Iraq. Under the decisions reached by the Council on December 16th, 1925, the area in which the petitioners lived was assigned to Iraq, provision being made for special treatment of the Kurds. The Kurdish minority interprets this decision as involving an obligation on the part of the mandatory Power to establish an independent Kurdish Government under the supervision of the League. The Mandates Commission represents that this is an erroneous interpretation. On the other hand, it recommends the Council to request the mandatory Power to see that the legislative and administrative measures designed to secure for the Kurds the position to which they are entitled, are promptly put into effect and safeguarded if and when the guarantees now afforded by the presence of the mandatory Government are withdrawn.

The Council, on January 22nd, 1931, approved these conclusions and forwarded them to the mandatory Power. The British representative on the Council assured his colleagues that no time would be lost in carrying into full effect the programme of legislative and administrative reforms recommended by the Mandates Commission. He was confident that, in the event of Iraq being released from mandatory control, Iraq would be willing to furnish the League with satisfactory guarantees regarding the future welfare of her minority populations.

2. SYRIA AND THE LEBANON.

The Council, on September 9th, 1930, noted the observations on the administration of Syria and the Lebanon contained in the report of the Mandates Commission on the work of its eighteenth session, held in July 1930. It decided to forward these observations to the mandatory Power with a request that it should take the action suggested by the Commission.

It was recalled that the mandatory Power had, in 1930, issued the Organic Law for Syria and the Lebanon mentioned in Article I of the Mandate. The representative of France on the Council expressed his appreciation of the special congratulations which had been addressed by the Mandates Commission to the High Commissioner of the mandatory Power upon this event. He represented that the issue of the Organic Law indicated a desire on the part of the mandatory Power to pursue in Syria a liberal co-operation with the population with a view to the political and social development of the country. He added that it would depend on the spirit in which the population interpreted this co-operation whether the experiment thus undertaken could be further developed.

3. PALESTINE.

The Council, on September 8th, 1930, examined the report of the Mandates Commission on the work of its seventeenth session (extraordinary) held in June, 1930, together with the comments of the mandatory Government on that report. It invited the British Government to adopt such measures as it thought fit to give effect to the recommendations and conclusions of the Commission, and to take the action suggested by the Commission in its observations on the annual report for 1929.

The Rapporteur to the Council commended the wisdom of the Commission in keeping its investigation within the bounds prescribed by the Covenant. He commented on the fact that the report of the Commission contained remarks on the policy to be henceforth followed in

1 Summarised in the supplementary report presented to the Assembly in 1930 (See Official Journal, 1930, Special Supplement, No. 84, page 365).

2 The observations and conclusions of the Mandates Commission and the comments of the mandatory Government upon them were summarised in the supplementary report on the work of the League presented to the Assembly in 1930 (See Official Journal, 1930, Special Supplement, No. 84, page 361).

It will be recalled that the seventeenth session (extraordinary) of the Mandates Commission was devoted to an enquiry into the disturbances of August 1929, and on the various problems arising out of them. The Commission had been invited by a resolution adopted by the Council on September 9th, 1929, to express its opinion on these events.
Palestine but represented that this circumstance must not be regarded as an attempt on the part of the Commission, to supplant the mandatory Power in the exercise of its duties under the mandate. He declared that the Commission had been guided entirely by the letter and spirit of the mandate for Palestine and by its desire to contribute to the solution of the problem, and he expressed the view that the difficulties in the way of finding a solution of the Palestine problem were bound to embarrass even a Power with the widest experience in governing people with diverse characteristics.

The British Government, in its comments on the report of the Commission, had referred to a statement which appeared to require elucidation by the Council. The Commission had expressed the view that, in the interests of the restoration of a peaceful atmosphere in Palestine, the time had come to give a definition of the obligations imposed by the mandate on the mandatory Power and had declared itself to be in substantial agreement with the mandatory Power as to the principles and obligations implicit in the mandate. The twofold object of the mandate was the establishment of a Jewish national home in Palestine and the establishment of self-governing institutions; the immediate obligations of the mandatory Power were to place the country under such conditions as would ultimately secure these objects. The Mandates Commission had emphasised that, between the two terms of this obligation, the mandate recognised no primacy in order of importance and no priority in order of execution. The Mandates Commission had based its conclusions in regard to these principles upon statements made by the British Prime Minister in the House of Commons on April 3rd, 1930, and by the accredited representative to the Commission on June 9th, 1930: (1) that the obligations laid down by the mandate in regard to the two sections of the population were of equal weight; (2) that the two obligations imposed by the mandate were in no sense irreconcilable.

The Commission had explicitly declared that these statements accurately expressed what it conceived to be the aims of the mandate for Palestine.

The Rapporteur to the Council associated himself with the observations of the Mandates Commission and expressed his conviction that the policy laid down by the Commission on the basis of the statements of the British Government itself would be fully appreciated by his colleagues. He expressed the view that the carrying out of that policy entailed a sustained effort, not merely on the part of the mandatory Power, but also on the part of both elements of the population towards mutual understanding and co-operation whose success would furnish the best proof of the country’s political maturity.

The British representative on the Council expressed his appreciation of the observations of the Rapporteur in regard to the difficulties of the task of the mandatory Power and declared that His Majesty’s Government, which recognised that it was the duty of the Mandates Commission to criticise, was in full accord with the observations of the Commission and of the Rapporteur as to the aims and obligations embodied in the mandate for Palestine. He assured the Council that the policy of the British Government in Palestine would be governed by the two fundamental principles to which the Rapporteur had referred.

He further announced that the British Government had sent to Palestine Sir John Hope Simpson, an expert in land settlement and colonisation, to report on the present position in Palestine in regard to these matters and in particular upon the questions of immigration and economic development. He assured the Council that the British Government intended to adopt measures with a view to promoting goodwill between the two sections of the population in the conviction that, without such goodwill, the peace and prosperity of Palestine could not be assured by any action of the mandatory Power alone. The British Government hoped to present at no distant date a full statement of its intentions with regard to future policy and to communicate that statement to the Council of the League.

The Mandates Commission received the report of Sir John Hope Simpson from the British Government shortly before the opening of its nineteenth session in November 1930, together with a declaration made by the British Government in October, 1930, on its policy in Palestine. The Commission thought it would be well to postpone the examination of these documents to its session to be held in June 1931, when it would be able to study them together with the annual report on Palestine and to have the benefit of the collaboration of the accredited representative of the mandatory Power. The Council took note of this decision on January 22nd, 1931.

Territories under B Mandate.

1. TANGANYIKA.

The Council on September 9th, 1930, noted the observations formulated by the Mandates Commission during its eighteenth session upon the administration of Tanganyika and decided to forward them to the Government of the mandatory Power with the request that it should take the action suggested by the Commission.

The British Government had informed the Commission that a Joint Committee of the two Houses of Parliament would be examining the question of a closer administrative Customs and fiscal union between the mandated territory of Tanganyika and the neighbouring British
possessions of Kenya and Uganda. The accredited representative for Tanganyika hoped that the observations of the Mandates Commission on the proposals before the Joint Committee would be formulated during the session to be held in the autumn of 1930, as they could not fail to be of interest and value to the Joint Committee. The Council, on September 9th, 1930, left to the Mandates Commission to decide to what extent it might be expedient or possible to accede to this request of the mandatory Power.

The Mandates Commission considered the question during its nineteenth session, held in November 1930. It felt that to express an opinion at that stage would not release it from the obligation to examine the final conclusions reached by the British Government on the advice of the Joint Committee, and that it was accordingly desirable to defer any consideration of the subject until the British Government had communicated them. It should be recalled in this connection that the British Government on September 6th, 1929, undertook to communicate any decision it might reach to the Mandates Commission before that decision was enforced, so that the Commission might be in a position to submit its observations to the Council.

The Council noted these observations of the Commission on January 22nd, 1931.

2. TOGOLAND UNDER FRENCH MANDATE.

The Council, on September 9th, 1930, decided to forward to the French Government the observations formulated by the Mandates Commission during its eighteenth session, held in July 1930, on the administration of Togoland under French Mandate.

3. CAMEROONS UNDER FRENCH MANDATE.

The Mandates Commission, during its nineteenth session held in November 1930, examined the report of the French Government on the administration of the Cameroons under French mandate for the year 1929. The Commission, in its report to the Council, made certain observations on the public finances of the mandated territory, the admission of foreigners to the territory and the suppression of abuses arising out of the liquor traffic. It congratulated the mandatory Power for the remarkable work done in the campaign against sleeping-sickness.

The Council, on January 22nd, 1931, decided to communicate these observations to the Government of the mandatory Power with a request that it would be good enough to take the action upon them suggested by the Commission.

4. TOGOLAND AND CAMEROONS UNDER BRITISH MANDATE.

The annual reports for 1929 on the administration of these two territories were examined during the nineteenth session of the Mandates Commission in November 1930. The observations of the Commission deal more particularly with the budgetary situation of the territories, suggested improvements in the establishment of trade statistics, the elaboration of reports on labour conditions, the traffic in alcoholic and spirituous liquor and the activity of the administration in the field of public health, particularly in regard to sleeping-sickness.

The Council, on January 22nd, 1931, decided to forward these observations to the mandatory Power with a request that it would take the action suggested by the Commission.

5. RUANDA-URUNDI.

The administration of Ruanda-Urundi during 1929 was reviewed by the Mandates Commission during its nineteenth session. The Commission, in its report to the Council, comments on the interesting programme of road development given in the report of the mandatory Power, on the financial position of the territory, on the high mortality amongst the workers recruited for the Union minière of Haut-Katanga and on the liquor traffic.

The Council, on January 22nd, 1931, decided to forward these observations to the Belgian Government with a request that it should take the action requested by the Commission.

Territories under C Mandate.

1. SOUTH-WEST AFRICA.

The Council, on September 9th, 1930, noted the observations formulated by the Mandates Commission during its eighteenth session on the administration of South West Africa during 1929. It forwarded these observations to the Government of the Union of South Africa with the request that it should take the action requested by the Commission.

1 Summarised in the supplementary report presented to the Assembly in 1930 (see Official Journal, 1930, Special Supplement, No. 84, page 366).
2 Summarised in the supplementary report presented to the Assembly in 1930 (see Official Journal, 1930, Special Supplement, No. 84, page 367).
2. NEW GUINEA.

The Council, on September 9th, 1930, noted the observations formulated during its Eighteenth Session by the Mandates Commission on the administration of New Guinea in 1928 and 1929. 1

The Council decided to forward these observations to the Australian Government with the request that it should take the action requested by the Commission.

3. WESTERN SAMOA.

The annual report on the administration of Western Samoa for 1929 was examined by the Mandates Commission during its nineteenth session in November 1930.

The period under examination had been marked by regrettable incidents which had been reported to the Council of the League by the mandatory Power on its own initiative in January 1930. There had been open resistance to the administration on the part of a native organisation known as the “Mau”, which had been organised some four years previously.

The Commission, during its nineteenth session, obtained from the accredited representative of the mandatory Power important information supplementing previous accounts. He assured the Commission that the “Mau” might now be regarded as having virtually ceased to exist, that its native leaders had submitted and that the natives accused of offences during the disorders had been handed over to the judicial authorities.

The Mandates Commission learned with satisfaction that the administration of Samoa proposed to co-operate again with the representatives selected by the native population, and to give a constantly increasing share to the Samoa population in the management of its own affairs as soon as it was in a position to assume this duty and responsibility.

The Council, on January 22nd, 1931, forwarded the observations of the Mandates Commission to the New Zealand Government.

4. ISLANDS UNDER JAPANESE MANDATE.

The Mandates Commission, during its nineteenth session, drew attention to the continuous and rapid fall in the numbers of the native population of the islands under mandate, especially the island of Yap. It expressed the hope that the efforts made by the mandatory Power to discover the causes of this phenomenon would yield positive results and asked to be kept informed of the steps taken by the administration to check the depopulation of the archipelago.

The Council, on January 22nd, 1931, decided to forward these observations to the Japanese Government with a request that it should take the action requested by the Commission.

5. NAURU.

The administration of the territory of Nauru during 1929 did not give rise to any observations on the part of the Mandates Commission.

III. PROCEDURE IN TIMES OF DISTURBANCE OR EMERGENCY.

PETITION FROM THE LEAGUE OF NATIONS UNION IN LONDON.

The Mandates Commission, during its nineteenth session, considered a petition from the League of Nations Union, London, dated June 13th, 1929. It was suggested in this petition that a speedier form of procedure might be introduced to deal with serious disturbances entailing the suspension of ordinary laws and the proclamation of a state of siege in mandated territories, following invasion or the rebellion of the inhabitants or other events which might paralyse the normal administration of the country. It was proposed that the League of Nations should be immediately informed of such events by the mandatory Power through the Chairman of the Mandates Commission.

The Mandates Commission, after considering the observations presented on this petition by the Governments of Australia, Belgium, the British Empire, France, Japan, South Africa and New Zealand, decided that it was unnecessary to take any further action.

The Council, on January 22nd, 1931, approved the conclusions of the Commission.

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1 Summarised in the supplementary report presented to the Assembly in 1930 (see Official Journal, 1930, Special Supplement, No 84, page 307).
SLAVERY.

I. EXECUTION OF THE RESOLUTIONS OF THE ASSEMBLY.

The Assembly, in a resolution adopted on September 25th, 1926, asked the Council to communicate every year a list of the laws and regulations forwarded to it under Article 7 of the Convention relative to Slavery, together with any supplementary information furnished by States Members of the League on the steps taken by them to ensure the progressive abolition of slavery and analogous conditions.

The Council, on May 20th, 1931, noted the following communications received from the British Government:

- Communication dated October 27th, 1930, referring to the colony of Gambia and the Somaliland Protectorate;
- Communication dated January 17th, 1931, referring to the Nyasaland and Uganda Protectorates;
- Communication dated January 28th, 1931, referring to Northern Rhodesia;
- Communication dated February 17th, 1931, referring to the Gold Coast Colony, to Ashanti and to the northern territories of the Gold Coast.

The Council further noted that the Secretary-General had also received a letter from the Government of the Sudan dated March 13th, 1931, and a letter from the Government of Persia dated December 16th, 1930.

The Council decided to forward these communications to the Assembly. The report of the International Commission of Enquiry in Liberia with all relevant documents, already distributed to the States Members of the League, will be regarded as annexed to these communications.

Further, the Secretary-General was authorised to forward direct to the Members of the League of Nations and to the Assembly, without further reference to the Council, any additional information which might arrive previous to the meeting of the Assembly in September 1931.

Again, the Assembly, in 1930, invited the Members of the League of Nations and States non-members to amplify the information which they had already given under the Assembly resolution of 1929 by furnishing all such particulars as might assist the Assembly to form an idea, not only of the conditions prevailing in their own territories, but also of the present general position in regard to slavery. The information received in accordance will be summarised in the supplementary report to the Assembly.

II. INTERNATIONAL COMMISSION OF ENQUIRY IN LIBERIA.

The International Commission of Enquiry in Liberia, set up in the autumn of 1929 by the Government of Liberia to examine whether forced labour and slavery existed in that country, began its work in Liberia at the beginning of April 1930, and submitted its report to the Liberian Government on September 8th, 1930. The enquiry was conducted under the Presidency of Dr. Christy, appointed to the Commission, at the request of the Liberian Government, by the Council of the League.

The permanent delegate of the Republic of Liberia on October 6th, 1930, asked the Secretary-General to communicate to the Council and the Members of the League a summary of certain of the findings of the Commission and a statement of the measures taken by the Liberian Government by Presidential Decree and Proclamation on October 1st, 1930. He subsequently forwarded to the Secretary-General, on December 15th, 1930, a copy of the report of the Commission of Enquiry, together with a letter commenting upon the conclusions of the report and giving certain details of the conditions under which the enquiry had been conducted. The reforms already introduced by the Liberian Government were enumerated and the programme of improvements which it proposed to effect in the administration of the country was described.

The Commission of Enquiry, with a view to preparing its report, had, over a period of five months, heard numerous witnesses, examined a considerable quantity of documentary evidence and travelled through a large part of the Liberian territory. The Commission dealt first with the problem of slavery and analogous conditions, and secondly with forced labour for public and private purposes. It formulated certain conclusions which it issued in the form of a reply to the “terms and conditions” of the enquiry as defined by the Government of Liberia. Further, in conformity with the desire expressed by the Government of Liberia, the Commission made a certain number of suggestions and recommendations which were calculated in its opinion to improve the situation.
The permanent delegate of Liberia, in communicating the report of the Commission of Enquiry to the Secretary-General, stated that the recommendations and suggestions of the Commission had been carefully considered by his Government. His Government was firmly resolved:

(a) To take account as far as possible of all the recommendations and suggestions of the International Commission of Enquiry;
(b) To make every effort to stamp out every vestige of domestic slavery, the pawn system and forced labour, except for public works allowed by the Convention abolishing Forced Labour adopted by the International Labour Conference in 1930;
(c) To take steps to promote the intellectual, moral, social and economic development of the country.

The British Government, in a letter dated December 19th, 1930, asked the Secretary-General to place the consideration of the report of the Commission of Enquiry on the agenda of the sixty-second session of the Council.

The permanent delegate of the Republic of Liberia, in continuation of his letter dated December 15th, 1930, informed the Secretary-General, in a communication dated January 9th, 1931, that, being desirous of giving evidence of its sincerity by definite acts at the earliest possible moment, his Government had instructed him to make the following declaration:

"The Government of the Liberian Republic accepts in principle the recommendations made by the International Commission of Enquiry in its report on Slavery and Forced Labour in Liberia and adopts these recommendations as a basis for regulating any improvement which may be made in the social policy of the Republic to the full extent of its resources."

The Secretary-General, at the request of the Secretary of State of the United States of America, forwarded, for information, to the Governments parties to the International Slavery Convention of 1926, two communications which the Government of the United States of America had sent to the Government of Liberia on November 5th and November 17th, 1930.

The Council, at its meeting of January 22nd, 1931, heard an historical account of the question from its Rapporteur, the representative of Poland, together with a statement from the representative of the Republic of Liberia. The Liberian representative made some reservations in regard to the procedure followed by the Commission of Enquiry and the conclusions which it had reached. He explained that his Government had already effected certain reforms; it had accepted in principle the recommendations of the Commission as a basis for improvements in Liberian social policy and had adopted them within the limits of its powers. He emphasised that Liberia had hitherto been confronted with financial difficulties and that present conditions were caused by that circumstance. He concluded by stating that his Government would receive with gratitude any definite proposals which the Council might make to facilitate the application of certain suggestions and recommendations of the Commission.

Dr. Christy, Chairman of the Commission of Enquiry, commented on the criticisms which the representative of Liberia had made in reference to the report of the Commission. He expressed his conviction that the present situation in Liberia could be improved, provided assistance were given to the Liberian authorities, which had in principle accepted the recommendations of the Commission. The President of the Council expressed the hope that the Government of Liberia would immediately carry out the reforms which had been suggested, without awaiting the results of the enquiries to which the request of the Liberian Government for assistance might give rise.

The Council, on January 24th, 1931, adopted a report in which it was proposed:

(1) To communicate the report of the International Commission of Enquiry to the next Assembly, in accordance with the resolution adopted by the Assembly on September 25th, 1926;
(2) To recommend the Government of Liberia:
   (a) To put in hand immediately the plan of reforms which it had drawn up, and,
   (b) To ratify the Draft Convention on Forced Labour adopted in June 1930, by the International Labour Conference;¹
(3) To appoint a small committee to examine the problem raised by the request of the Liberian Government for assistance in carrying out the recommendations and suggestions of the International Commission of Enquiry.

¹ The permanent delegate of the Republic of Liberia deposited on May 1st, 1931, the instruments of ratification of the Convention on Forced Labour signed on June 28th, 1930.
12.

WORK OF THE TECHNICAL ORGANISATIONS.

I. ECONOMIC AND FINANCIAL ORGANISATION.

A. SECTION OF ECONOMIC RELATIONS.

SECOND CONFERENCE FOR CONCERTED ECONOMIC ACTION.

(a) Ratification of the Commercial Convention.

The first Conference for Concerted Economic Action drew up, in March 1930, a Commercial Convention with the object of ensuring a certain degree of stability in Customs tariffs over a definite period. The Conference further adopted a Protocol embodying a programme of future negotiations to be undertaken by the States concerned with a view to drawing up collective economic agreements.

The entry into force of the Commercial Convention was contingent upon the fulfillment of certain conditions as to its ratification. It was therefore laid down in Article 13 that the Secretary-General of the League should convene, between November 1st and 15th, 1930, a meeting of the contracting parties which had ratified or submitted a request to accede to the Convention, with a view to fixing the date of its coming into force and drawing up a list of the Members of the League and non-member States whose accession was regarded as indispensable.

The Secretary-General duly convened this second Conference on November 17th, 1930. It was attended by representatives from twenty-six European States, and eight overseas States sent observers.

Up to that date, only ten ratifications of the Convention had been deposited. The process of ratification in certain other countries, however, was sufficiently advanced to permit the hope that their ratifications might be deposited within a short time, while several countries had announced that their accession would depend on the progress of the negotiations to be undertaken under the Protocol.

The Conference accordingly postponed to a second session its decision with regard to the putting into force of the Convention and it was agreed that ratifications deposited before January 25th, 1931, should be considered as having been deposited within the period fixed by the Convention.

The Conference, in accordance with this decision, met for a second session from March 16th to 18th, 1931. Twenty-five European countries took part in the Conference, and six overseas countries sent observers. At the date of meeting, the twelve following countries had deposited ratifications: Belgium, Denmark, Finland, Great Britain, Greece, Italy, Latvia, Luxemburg, the Netherlands, Norway, Sweden and Switzerland. Spain, moreover, had submitted a request to accede.

It was found impossible to put the Convention into force between these thirteen countries, particularly as the majority made their adherence contingent upon that of other countries which had not yet ratified.

The Conference considered a number of proposals put forward with a view to overcoming the difficulties arising from the absence of the necessary ratifications. The proposal put forward by the British representative, to postpone the decision to a later session, though supported by a number of delegations, did not secure the agreement of all of them—those of Germany and Switzerland being of the opinion, for example, that the provisions of the Convention, which had been concluded for one year as from April 1st, 1930, did not permit of a postponement beyond April 1st, 1931.

Another proposal, submitted by the President of the Conference, to put the Convention into force provisionally, with a resolving clause to the effect that the Governments would regain their freedom if certain conditions had not been fulfilled by a certain not too distant date, was also rejected by the Conference.

The Conference, in these circumstances, adopted a Protocol to the effect that it was unable to agree upon a date for putting the Convention into force. The signatories, in recording this result, explicitly declared that they did not express any opinion as to the possibility of putting the Convention into force at a date subsequent to April 1st, 1931.

The Conference, however, expressed the opinion that the postponement or lapse of the Convention did not necessarily mean that the negotiations between States with a view to collective economic agreements would not go forward according to the programme, laid down by the first Conference in March 1930.

The Council, during its session in May 1931, acting upon a request of the Commission of Enquiry for European Union, authorised the Secretary-General to summon, at a suitable
moment and after consulting the Economic Committee and the President of the Conference, a new meeting of the Conference for the purpose of taking steps to put into force the principles embodied in the Commercial Convention.

The Council expressed its gratitude to the President of the Conference, M. Colijn, and requested him to continue to afford it his assistance.

(b) Negotiations with a View to Concerted Economic Action.

The Council, in October 1930, acting upon a recommendation of the eleventh Assembly, decided that the second Conference for Concerted Economic Action should be asked to set on foot the negotiations to be undertaken under the Protocol of March 24th, 1929, on the basis of a programme drawn up by the Economic Committee. The Economic Committee, after considering various proposals communicated by the Governments, recommended that the Conference should give special attention to three of them.

The first two proposals, put forward respectively by the British and the Netherlands Governments, related to tariff negotiations in general. The British Government suggested that an endeavour should be made to effect a general reduction of Customs tariffs by means of multilateral agreements between groups of countries to be gradually extended. The Netherlands Government suggested that negotiations should be started between States having an autonomous tariff and States with a conventional tariff, the first group undertaking to maintain their liberal system in return for tariff reductions by the second group.

The third proposal was put forward by Hungary, Roumania and Yugoslavia, with whom Poland was also associated. These countries suggested that negotiations should be undertaken concerning the trade of the agricultural countries of Eastern Europe. They asked that effective steps should be taken to ensure the disposal of their surplus grain produce at prices which would secure to the farmer a better return and they suggested, as a means to this end, that preferential Customs treatment should be accorded to the produce in question by the countries in which it was normally marketed.

The Conference devoted considerable time to the consideration of the British and Netherlands proposals and, simultaneously with the official deliberations of the Conference, private conversations were carried on between the countries particularly interested with a view to examining the possibility of opening the negotiations suggested. It soon appeared that, in the present circumstances, collective negotiations between all the countries concerned were not likely to lead to satisfactory results. Several countries, however, expressed their willingness to enter into bilateral negotiations with Great Britain and the Netherlands with the object of improving their commercial relations.

The proposal of the Danubian States for preferential treatment of their grain produce also met with great difficulties. In spite of the willingness of the interested States to find a formula which would allow them to give some satisfaction to the requests of the Danubian States, the objections of principle to which the question of a preferential treatment gave rise (in particular, in connection with the most-favoured-nation clause) proved strong enough to prevent the negotiations from reaching a tangible result.

The Conference therefore directed its attention to the problem of agricultural credits, of particular importance to the Danubian States, and decided to recommend to the Council that the study of this question, already included in the programme of the Financial Committee, should be urgently pursued.

B. WORK OF THE ECONOMIC COMMITTEE.

1. Proposals for the Negotiations with a View to Concerted Economic Action.

The Economic Committee, under the provisions of Article I of the Protocol of March 24th, 1930, embodying the programme of the negotiations to be undertaken with a view to concerted economic action, established the proposals which served as a basis for the negotiations which took place during the second Conference for Concerted Economic Action of November 1930. The proposals of the Economic Committee were framed on the basis of the replies received from the Governments to the questionnaire attached to the Protocol (see Section A above).

2. Veterinary Conventions.

The International Conference for the Abolition of Import and Export Prohibitions and Restrictions which met at Geneva from October 17th to November 8th, 1927, recommended the Council of the League, as the result of a declaration submitted by the countries exporting live-stock products, to undertake enquiries with a view to summoning a conference or conferences of experts on the prevention of diseases of animals and plants. It was proposed that these experts should suggest to the various Governments joint effective action against the evils which they desired to combat, having regard, however, to the sovereign rights of States and the interests of international trade.

The Council of the League, in December 1927, asked the Economic Committee to study the problem. The Economic Committee expressed the view that, before any definite steps were
taken, it would be expedient to explore the possibilities and establish a framework for future international action with the assistance of experts chosen in about equal proportions from countries in favour of international agreements on those matters and countries which had hitherto opposed them. It further recommended that the question of the protection of animals should first be considered.

The Economic Committee accordingly appointed a Sub-Committee of Experts on Veterinary Matters. It was the aim of this Committee to consider what guarantees should be given by countries exporting live-stock and what facilities might be accorded by importing countries on the basis of these guarantees.

The Sub-Committee of Experts, between January 1928 and October 1930, held four sessions and drafted a report which was submitted to the Economic Committee on November 4th, 1930.

The Sub-Committee of Experts agreed as to the principles which should govern the organisation of veterinary health services and the publication of veterinary health reports and reached definite conclusions as to the essential guarantees to be offered by exporting to importing States. It made a thorough study of the sanitary veterinary measures at present applied to the export, import and transit of animals and suggested a series of modifications in the veterinary measures applicable to international trade. It devoted special attention to risks of contagion by meat and meat preparations and by other animal products such as skins and hides, pelts, horns, hooves, wool, hair, bristles, etc. It considered that these problems should be further studied from the scientific point of view by the International Office for Contagious Diseases of Animals in Paris and that further international co-operation in this matter would be of real assistance to international trade.

The Economic Committee, after carefully considering these conclusions, expressed the view that States, pending the introduction of the conditions and guarantees considered necessary by the experts, should be allowed to regulate, in their own interest, a considerable part of the international trade in live-stock and meat. It reached the conclusion that arrangements for mitigating the severity of the veterinary measures at present regulating the export and import of such products might, for the moment, be more appropriately secured by means of bilateral agreements than by general international action. The conclusions of the experts indicated, however, that the countries concerned would probably accept an international convention regulating the transit of animals and animal products and a multilateral international agreement dealing with the export and import of animal products with the exception of meat. Finally, it appeared that the recommendations of the experts regarding veterinary organisation and services and the publication of veterinary health reports might also be dealt with in a multilateral international convention acceptable to the countries concerned.

The Economic Committee accordingly appointed a delegation of its members to draft, with the help of the veterinary experts, preliminary draft conventions concerning: (a) the organisation of veterinary health services and the methods that should be adopted for exchanging veterinary health information and for ensuring closer co-operation between the different veterinary services ; (b) the transit of animals and animal products (including meat) ; and (c) the export and import of animal products other than meat.

These drafts are in preparation and will be examined by the Economic Committee in June. The Council has meanwhile authorised the Secretary-General to communicate them to the Governments for their observations and with a view to an international conference as soon as the texts have been finally approved by the Committee.

3. AGRICULTURAL QUESTIONS.

The Economic Committee, in consultation with representatives of the International Institute of Agriculture in Rome, called together early in January 1931 a Sub-Committee of Agricultural Experts. The members of this Sub-Committee, at a previous meeting, convened in January 1930, had been invited to give their views on the agricultural crisis, more particularly on the question of cereals and they had undertaken to forward reports to the Secretariat. The second meeting was convened to consider these reports.

Experts attended from the following countries: Argentine, Australia, Austria, Belgium, Canada, Czechoslovakia, Denmark, Finland, France, Germany, Great Britain, Hungary, India, Irish Free State, Latvia, the Netherlands, Norway, Poland, Roumania, Spain, Sweden, Switzerland, the United States of America and Yugoslavia. Representatives of the International Institute of Agriculture and the Secretary-General of the Federation of Land-workers were also present.

The discussions turned mainly on the question of cereals, and most of the experts recommended that the producing countries concerned should endeavour to arrive at an understanding. This suggestion was taken up by the Wheat Conference, which met in Rome from March 26th to April 2nd, and led the overseas and European exporting countries to decide to hold a meeting on May 18th in London to prepare a common plan for the export of the wheat crop of 1931-32 and of existing stocks. The Rome Conference invited the Economic Organisation of the League and the International Institute of Agriculture at Rome to keep in touch with the endeavours to be made by various countries to deal effectively with the problem of the production and sale of wheat.
The Economic Committee proposes to publish the reports of the experts and it has instructed its agricultural delegation to submit to the Council a general review of the agricultural depression, as revealed by these consultations, to serve as a general introduction. The Council has approved these suggestions.

The Economic Committee in February 1931 noted with satisfaction the establishment of an international committee representing national and international co-operative organisations of agriculturists and consumers. This new body began work at Geneva in February 1931 and the Economic Committee hopes to be represented at its next session, to be held in June 1931.

The Economic Committee also noted in February 1931 the important work done by the Financial Committee in the matter of international agricultural credit and requested its Chairman to follow closely the further development of the problem.

4. MOST-FAVOURED-NATION CLAUSE.

The Assembly, in 1930, urgently recommended that the Economic Committee should begin a study of certain disputed questions concerning the application of the most-favoured-nation clause. The points to be examined included the question whether Customs quotas and anti-dumping or countervailing duties were compatible with the spirit of the most-favoured-nation clause, and the question of the interpretation to be given to the expression "similar products" used in commercial treaties. The countries which had raised the question in the Assembly (Denmark, Estonia, Finland, Latvia, the Netherlands, Norway, Sweden and Switzerland) were invited to send experts to take part in the discussion.

The Economic Committee entered upon a discussion of the subject during its session in October 1930. It expressed the view that the question of Customs quotas could not be considered solely from the theoretical standpoint and it felt that further information was necessary as to the nature and causes of some of the instances under investigation.

The object of the enquiry into the question of the interpretation to be given to the expression "similar products" was to ascertain whether certain countries, in applying commercial treaties, exercised discrimination based on the essential characteristics of commodities, or whether discrimination was made in respect of purely unessential characteristics and exercised with a view to restricting artificially the operation of the most-favoured-nation clause.

The Committee instructed a Sub-Committee to study these points and to examine also the problem of anti-dumping or countervailing duties. In this connection, it should be noted that the Committee decided to continue its investigations into dumping in all its forms, with particular reference to the means adopted by certain States which were likely to hinder the free play of economic laws, such as export bounties and subsidies.

The Economic Committee considered the results of these preliminary studies during its session held in February 1931. Certain conclusions were reached as regards the compatibility or non-compatibility of Customs quotas with the most-favoured-nation clause. These conclusions will be set forth in a draft report, and a final decision will be taken by the Committee in June.

The Committee found it impossible to express any definite opinion in regard to anti-dumping and countervailing duties. It felt that the investigation of measures to prevent dumping could hardly be considered apart from the general enquiry into dumping in all its forms, and this enquiry was not yet concluded. The Sub-Committee was invited to continue its studies and the Committee will consider this further material in June.

The Committee, in February 1931, discussed at length the question of "similar products", and came to the conclusion that particular cases should be considered separately and on their merits. It suggested that the eight countries which had raised the question at the Assembly in 1930 should be invited to communicate to the Committee for special consideration the cases which they had in mind.

Another question which arose in connection with these discussions concerning the most-favoured-nation clause was the criterion to be applied in determining the nationality of goods. The Committee has felt it desirable to lay down certain fundamental principles. It realises, however, that the application of these principles may give rise to technical difficulties and it has asked a Sub-Committee of Experts to consider the problem further from that point of view. The Committee will establish its final conclusions on this subject during the session to be held in June.

5. CUSTOMS NOMENCLATURE.

The Sub-Committee of Experts for the Unification of Customs Nomenclature has, since the meeting of the Assembly in 1930, held three sessions. It has established the nomenclature for Sections XII, XIII, XVI, XVII, and XVIII of the draft scheme on which it started work in 1928.

Eighteen out of the twenty-one sections, in other words almost the whole of the scheme, have now been drafted. The three remaining sections relate only to goods of relatively secondary importance and the work will be completed before the Assembly meets in 1931. A series of reports will be attached to the scheme explaining, in respect of each section, the principles followed by the experts in establishing the nomenclature proposed.

The Sub-Committee also contemplates compiling a list in which all the goods will be given in alphabetical order with references to their position in the nomenclature established by the
experts. This list and the explanatory notes attached to the sections will constitute an indispensable supplement to the nomenclature itself.

6. INDIRECT PROTECTIONISM.

The Economic Committee, in January 1930, laid down a programme of detailed studies of certain aspects of the problem of indirect protectionism, involving hindrances to international trade, which were considered to be particularly embarrassing. This enquiry is still in progress. The Committee is dealing in particular with the method of application of specific tariffs, with certain questions of Customs technique and Customs formalities and with the problem of marks of origin (see below).

7. METHODS OF APPLICATION OF SPECIFIC TARIFFS; NET WEIGHT, GROSS WEIGHT, TARE AND PACKING.

The Economic Committee, after examining in detail various systems of levying Customs duties on the basis of gross weight, net weight or other factors and the treatment of packing by the Customs, decided to submit these questions to a group of experts consisting of representatives of Customs administrations and traders. It asked the experts to indicate how it might be possible:

1. To render uniform the definitions relating to weight and packing;
2. To provide guarantees against certain practices of indirect protectionism arising from an arbitrary application of the rules governing these matters;
3. To establish more equitable methods of passing goods of high value through the Customs.

The Economic Committee, in February 1931, examined the proposals of the experts and decided, in view of their technical character, to complete them by an examination of the economic effects of the various systems of levying duties.

8. CUSTOMS FORMALITIES.

The Economic Committee, with a view to further progress in the simplification of Customs formalities has undertaken an examination of four distinct questions:

(a) The Customs Treatment of Samples of No Value and Printed Advertising Matter.

The majority of States accord privileged treatment to samples of no value, but the lack of precision in the terms employed has given rise to divergent interpretations. The Customs treatment accorded to printed advertising matter also varies from country to country. This lack of uniformity gives rise to difficulties in international trade. The Economic Committee has enquired whether it may be possible to establish uniform rules dealing on these matters and has submitted the question to a Committee of Experts whose recommendations will be further considered at the session to be held in June.

(b) Stamping of Temporarily Imported Samples of Articles made of Precious Metals.

The formalities, to which samples of articles made of precious metals temporarily imported by commercial travellers are subject, vary, according to countries, from a mere checking of the identity of the articles to checking the owner's trade mark and the official stamping. The Economic Committee feels it desirable that these formalities should be simplified. It accordingly decided in October 1930 to make enquiries of the administrations concerned in order to determine the conditions under which such simplification might be possible.

(c) Procedure for Appeal in Customs Matters.

The Economic Committee decided, during its session in June 1930, to undertake a comparative study of the laws and regulations governing appeals against the classification and taxation of goods. This enquiry has not yet enabled it to form definite views on all the points involved in the application of these laws and regulations, particularly as to the adequacy or inadequacy of the period during which appeal may be made, the costs incurred by the persons concerned and the consequences for such persons of an appeal not being admitted. The Economic Committee decided, in October 1930, to ask advice of the International Chamber of Commerce, in order that the views of interested circles might be ascertained.
Customs Treatment of Consignments in course of Dispatch.

On the introduction of new duties higher than those existing previously, certain States accord the benefit of the previous duties to consignments which are in course of dispatch at the moment when the tariff modifications are published. Other States, on the contrary, apply the new duties without exception. The Economic Committee decided, in June 1930, to make an enquiry in order to ascertain not only which States accorded this benefit but also what reasons had decided them to introduce the system.


The Economic Committee in October 1930 expressed the view that the various laws in force as regards marks of origin constituted an important problem for international trade. The Committee had previously considered certain questions of principle but felt that, as the manner in which the provisions relating to this matter are applied was often of capital importance, further information as to the actual situation was necessary before its investigations could be usefully continued.

It accordingly decided that the information which had been prepared on the subject by the Secretariat should be submitted to a small group of experts, including officials of countries with laws relating to marks of origin for foreign goods and exporters who were nationals of countries where serious complaints as to the obstacles encountered as a result of the application of these laws were frequently made.

The Sub-Committee met in April 1931. It was attended by two members of the Economic Committee who will submit a report to the Committee during the session to be held in June.

10. Appellations of Origin.

The principle governing the use of appellations of origin are embodied in an international arrangement reached at Madrid in 1891 and revised at The Hague in 1925. The countries which signed the Protocol regarding the programme of Future Negotiations, on March 24th, 1930, agreed to undertake, in connection with the problem of unfair competition, a special study of the desirability of revising this agreement with a view to its more effective application and possible extension.

The Economic Committee, in February 1931, came to the conclusion that, before examining the problem in detail, it was desirable first to determine whether such action met a need that was really felt by a considerable number of countries and whether a revised arrangement, under which a large number of countries might be protected, might not cause an undesirable hindrance to international trade.

It accordingly instructed the Secretariat to determine what were the products, natural, industrial or typical, for which the countries signatory of the Protocol of Future Negotiations desired to secure special protection under the Madrid arrangement or in some other form.


The Assembly, in 1930, asked that the subject of concerted action, not only in regard to the various forms of indirect protectionism but also in regard to every aspect of dumping, should be studied with the least possible delay, within the framework of the programme of future negotiations embodied in the Protocol of March 24th, 1930. The Economic Committee has had a preliminary exchange of views on the subject on the basis of a memorandum submitted by one of its members, and it has instructed a Sub-Committee to complete the data already collected. The Sub-Committee will submit a report on dumping, its causes and effects, machinery and the most flagrant forms which it may assume. Particular attention will be paid to export bounties which have recently become general and which give rise to very characteristic cases of dumping.

12. Establishment of a Permanent Organ of Conciliation and Arbitration for the Settlement of Disputes which may arise between States in Commercial Matters.

It was suggested in the Protocol to the Commercial Convention of March 24th, 1930, that a permanent organ of conciliation and arbitration should be constituted for the settlement of disputes which might arise between States in commercial matters. The Economic Committee made a preliminary study of the subject in July 1930, and a considerable amount of preparatory work has now been done by the Secretariat under the guidance of the Committee.

A memorandum has been compiled containing information on the provisions in force in bilateral and multilateral conventions for the settlement of disputes between the contracting parties as to the interpretation and application of the conventions. Another memorandum contains preliminary drafts of an Act and of Statutes for the proposed organisation, based on a note presented by the French delegation which raised the question at the first Conference for Concerted Economic Action in 1930. To these two documents are appended the observations of the Legal Section of the Secretariat.

They will be considered by the Economic Committee during its session to be held in June.
C. INTERNATIONAL CONFERENCES AND CONVENTIONS PREPARED BY THE ECONOMIC COMMITTEE.

1. INTERNATIONAL CONFERENCE FOR THE UNIFICATION OF LAWS ON BILLS OF EXCHANGE, PROMISSORY NOTES AND CHEQUES.

The Conference, convened in June 1930 for the Unification of Laws on Bills of Exchange, Promissory Notes and Cheques, established three draft Conventions dealing with bills of exchange and promissory notes, which were signed by the delegates at the close of the proceedings. The Conference, owing to lack of time and the extreme complexity of the subject, was unable to deal finally with the unification of the laws relating to cheques and it recommended that supplementary enquiries should be made.

The Governments were accordingly invited to submit their views upon three preliminary draft conventions dealing with cheques. Replies received from twenty-three Governments and from the International Chamber of Commerce indicated that there was a unanimous desire for the conclusion of conventions on cheques similar to those which had been drafted to cover bills of exchange and promissory notes.

The Council of the League accordingly convened a second session of the Conference which met on February 23rd, 1931.

The following countries were represented: Austria, Belgium, Czechoslovakia, Danzig, Denmark, Ecuador, Finland, France, Germany, Great Britain, Greece, Hungary, Italy, Japan, Latvia, Luxemburg, Mexico, Monaco, the Netherlands, Norway, Peru, Poland, Portugal, Roumania, Spain, Sweden, Switzerland, Turkey, Venezuela and Yugoslavia. The United States of America sent an observer.

Representatives of the Economic Committee, the International Chamber of Commerce and the Rome Institute for the Unification of Private Law also attended in an advisory capacity.

The Conference adopted three Conventions:

(1) A Convention under which the parties undertake to introduce a uniform law for cheques in their respective countries. The text of the Uniform Law is attached to the Convention, together with the reservations and special provisions which will enable contracting parties to substitute for the provisions of the Uniform Law the special rules of their own laws, to specify the conditions for the application of the provisions of the Uniform Law, or in some cases to amplify them.

(2) A Convention embodying provisions for the solution of certain conflicts of laws in connection with cheques.

(3) A Convention on the stamp laws relating to cheques by which the contracting parties undertake not to subordinate the validity of obligations arising out of a cheque to the observance of provisions concerning the stamp.

The three Conventions are mutually independent and a State may be a party to one of them without being a party to the others.

The results achieved by the Conference represent the culmination of efforts which have been made during the last twenty years to introduce a certain degree of uniformity in the various countries of the world into the laws relating to cheques. As early as 1912, the second Hague Conference had pointed to the desirability of such unification, but no convention was drafted and no immediate result was obtained. The Hague Conference, however, drew up a series of resolutions embodying certain regulations concerning cheques which were recommended to the States for adoption. These regulations form the basis of the draft Uniform Law approved by the present Conference.

The problem of cheques presents special difficulties owing to the fact that they are of recent origin. Some countries have not yet any special laws on cheques, and the custom and usage relating to them are various and in some cases indefinite.

The present Convention may be repudiated two years after it comes into force, or immediately in urgent cases. A real and effective unification, however, is expected as a result of it. It is anticipated that, when the Uniform Law has been introduced into the legislation of the signatory States and has been in force for four years, it will be possible to convene a further conference in order to examine and possibly to eliminate all or most of the reservations which have been made. The Convention expressly stipulates that any signatory State may, up to the expiration of the four years following its entry into force, request the Secretary-General to convene a conference for its revision.

The following States at the conclusion of the Conference signed the three Conventions and the Final Act: Austria, Belgium, Czechoslovakia, Danzig, Denmark, Ecuador, Finland, France, Germany, Italy, Luxemburg, Mexico, Monaco, the Netherlands, Norway, Poland, Portugal, Spain, Sweden and Turkey.

Great Britain signed only the Stamp Convention. The Yugoslav delegation stated that it intended to sign all three Conventions. The Japanese and Swiss delegations made statements to the effect that their countries would probably sign the three Conventions within the time-limit allowed. The Conventions will remain open for signature until July 15th, 1931.
The Conference, realising the necessity for leaving the various Governments sufficient time to have the necessary studies and measures of adaptation carried out in their own countries before proposing to the competent authorities the ratification of the Conventions, fixed relatively long time-limits for the deposit of ratifications. The Council will use all its influence to induce the Governments concerned to take in due time the measures necessary to give effect to the results achieved.

The Conference, in its Final Act, drew attention to the great importance of the periodical publication by the League of Nations of the laws giving effect to the obligations assumed in regard to bills of exchange, promissory notes and cheques, and of any official materials concerning such instruments, particularly decisions given by the Supreme Courts of the contracting parties. The Council, during its session in May, expressed the view that such a publication would be very useful and, indeed, necessary, to keep merchants and jurists informed of the legislation and legal practice of countries introducing uniform laws on bills of exchange and cheques. It instructed the Secretary-General to examine the suggestion and to report upon it in January 1932.


The first session of the Conference on the Treatment of Foreigners was held in Paris from November 5th to December 4th, 1929. The discussions showed that a more thorough examination of the many questions involved in the treatment of foreigners would have to be undertaken by certain Governments before there could be any hope of establishing an acceptable international convention.

The Conference accordingly decided to consider the meeting of 1929 as a first session, and to meet for a second session after the Governments had carefully reviewed the documents relating to its work. This decision was embodied in a Protocol signed at Paris on December 5th, 1929, whereby the signatories undertook to forward to the Secretary-General, before June 1st, 1930, any observations and suggestions they might wish to make upon the documents relating to the Conference. It was provided that these observations and suggestions should be sent with the documents themselves to the advisory bodies of the Council of the League and to the International Labour Office with a view to obtaining their opinion. A certain number of States, however, preferred to postpone sending their observations until they had considered the results of negotiations undertaken by them with a view to securing agreement on a draft convention which, in their opinion, would constitute a real progress as compared with the existing situation.

These negotiations have been successfully concluded, and the Secretariat hopes shortly to receive the observations of the Governments concerned. These observations, together with all relevant documents, will be submitted to the advisory bodies mentioned in the Protocol.


The Economic Committee, during its session in July 1930, approved a preliminary draft Convention for the regulation of whaling, and suggested that this draft should be sent to all Governments for their observations. A large number of States have since forwarded to the Secretariat their comments on the draft Convention, and these comments have been communicated to the States Members and non-members of the League. The replies of the Governments are, on the whole, favourable to the Convention, and the amendments suggested for the most part refer to secondary matters.

The Council, during its session in May 1931, considered that, owing to the limited number of States directly interested in the question, it would hardly be necessary to summon an international conference in order to draw up a convention. It suggested that the Economic Committee, after considering the replies of the various Governments, should decide whether it appeared desirable to open a convention for the regulation of whale fishing for signature during the forthcoming session of the Assembly. The Secretary-General was authorised, in the event of the Economic Committee's deciding in favour of this proposal, to place the matter on the supplementary agenda for the Assembly and to take all necessary steps to summon to a meeting the experts to whom the Economic Committee would wish to entrust the final drafting of the text.


The Protocol on Arbitration Clauses has, since the last report of the League to the Assembly, been signed by Bolivia, Peru and Portugal, and the total number of signatures is now thirty-six. The Protocol has been ratified by Siam, Luxemburg and Portugal, and Great Britain has adhered to it on behalf of the Bahama Islands.

The Convention, during the same period, has been signed by Bolivia, and the total number of signatories of the Convention is now twenty-four. The Convention has been ratified by Germany, Italy, Luxemburg and Portugal. Great Britain has adhered to the Convention on behalf of Newfoundland.
5. INTERNATIONAL CONVENTION FOR THE ABOLITION OF IMPORT AND EXPORT PROHIBITIONS AND RESTRICTIONS.

This Convention, signed on July 11th, 1928, came into force as from January 1st, 1930, between the following States: Denmark, Great Britain, Japan, the Netherlands, Norway, Portugal and the United States of America.

6. ARRANGEMENTS FOR THE EXPORT OF HIDES AND SKINS, AND BONES.

These arrangements, signed at Geneva on July 11th, 1928, came into force as from October 1st, 1929, between the following eighteen countries: Austria, Belgium, Czechoslovakia, Denmark, Finland, France, Germany, Great Britain, Hungary, Italy, Luxemburg, the Netherlands, Norway, Poland, Roumania, Sweden, Switzerland and Yugoslavia.

7. INTERNATIONAL CONVENTION FOR THE SIMPLIFICATION OF CUSTOMS FORMALITIES.

There has been no change in the number of ratifications and accessions to this Convention since the last Assembly. The Convention has up to now been ratified by twenty-nine countries and there have been two accessions.

D. ECONOMIC INTELLIGENCE SERVICE.

1. WORK OF THE COMMITTEE OF TECHNICAL EXPERTS SET UP UNDER THE INTERNATIONAL CONVENTION RELATING TO ECONOMIC STATISTICS.

The International Convention relating to Economic Statistics, which was designed to secure a measure of uniformity and comparability in the compilation of statistics by the various countries of the world, was signed at Geneva in December 1928. The Convention was to come into force on the ninetieth day following the receipt, by the Secretary-General of the League, of ratifications or accessions on behalf of not less than ten Members of the League of Nations or non-member States. The tenth ratification was received on September 15th, 1930, and the Convention accordingly came into force in December last.

The following States had then ratified the Convention: Bulgaria, Canada, Denmark, Egypt, Great Britain, Greece, the Irish Free State, Norway, South Africa, Sweden and Switzerland. Austria and Czechoslovakia have since ratified and India has acceded, Australia and Southern Rhodesia have asked for permission to accede, subject to certain reservations.

The Convention provides for the appointment of a committee of technical experts to which is entrusted an extensive programme of work. The Council, in March 1929, referred to the Economic Committee for consideration the questions of the relationship of this committee to the technical organisations of the League and of its composition. The Economic Committee reported on the first question in April 1929 and on the second in October 1930.

At the meeting of the Council on January 22nd, 1931, at which a representative of the Egyptian Government was present, Egypt having ratified the Convention, the following persons were chosen to serve on the Committee:

Mr. R. H. Coats, Dominion Statistician, Ottawa;
Mr. E. Dana Durand, formerly Chief of the Statistical Research Division, Department of Commerce, Washington;
Mr. A. W. Flux, Head of Statistical Department, Board of Trade, London;
Professor Gini, President of the Central Statistical Institute, Rome;
M. Huber, Directeur de la Statistique générale de la France, Paris;
M. Jahn, Directeur en chef du Bureau central de statistique, Oslo;
Dr. H. W. Methorst, Directeur général du Bureau de statistique, The Hague;
M. E. Szturn de Sztrem, Director of the Central Bureau of Statistics, Warsaw;
Dr. E. G. Wagemann, President of the Statistisches Reichsamt, Berlin;
Dr. Lorenz, Président de la Commission des statistiques sociales et Expert auprès du Département fédéral d’Economie publique, Berne;
M. Miguel Casares, Director of the Caja de Conversión, Buenos Ayres.

It was also arranged that the Head of the Statistical Department of the International Institute of Agriculture should be invited to take part in the work of the Committee.

The Committee held its first meeting on March 23rd, 1931. It devoted the major part of its time to the organisation of its future work, recommending in particular that, in view of the highly technical character of the problems with which it was called to deal, it should be empowered to appoint sub-committees on which outside experts in the various branches of statistics might be invited to sit.

Agreement was reached on two specific and urgent questions. First, the Committee of Experts is instructed under the Convention to draw up as soon as possible a minimum list of the statistical territories, whether isolated or grouped together, to be specified in the statistics of external trade by countries. The Committee drew up such a list for adoption by all the parties to the Convention.
Secondly, it is provided in the Convention that the contracting parties shall undertake an experiment, for a period of one year, in recording external trade statistics of certain commodities, to be chosen by the various administrations, according to the three main systems of registration at present in use. The object of this experiment is to render it possible to judge the relative merits of the different systems and thus prepare the way for the possible adoption of a uniform system by all countries. The Committee proposed that a few important commodities should be tested by all countries undertaking the experiment and compiled a list of articles, mainly foodstuffs and raw materials of international importance. It recommended that countries undertaking the experiment in 1932 or subsequent years should include in their lists a selection of these articles. The list should be treated as provisional until October 1931, pending the receipt of preliminary results from the countries conducting the experiment this year, and the Committee has empowered a special Sub-Committee to modify the list before it is finally circulated to Governments.

The following questions were also discussed and referred to sub-committees for further examination: statistical classification; index numbers of prices; occupational statistics; industrial statistics; statistics relating to minerals and metallurgical products; statistics relating to industrial establishments and industrial production; indices of industrial activity and statistics of electrical power.

2. ENQUIRY INTO THE PRESENT ECONOMIC DEPRESSION.

The Assembly, in September 1930, adopted a resolution to the effect that the Economic and Financial Organisation of the League should undertake a study of the course and phases of the present economic depression and of the circumstances which had led up to it. For this purpose the Economic and Financial Organisation was instructed to get into touch with the national organisations, whether consultative or planning councils or research institutions, which were dealing with the subject.

In pursuance of this resolution, a meeting of representatives of National Economic Councils and National Research Institutes was held at Geneva from March 2nd to 4th, 1931. At the meeting, representatives of organisations and institutes in Belgium, Czechoslovakia, Denmark, Finland, France, Germany, Great Britain, Hungary, Italy, the Netherlands, Portugal, Spain and the United States of America were present. Representatives of the International Labour Office and the International Institute of Agriculture also attended.

The meeting devoted the major part of its time to discussing the scheme of enquiry which had been prepared by the Secretariat, and the members agreed to furnish memoranda on a common plan dealing with the phenomena of the depression in their respective countries. These memoranda will be used as raw material for the report to be submitted by the Secretariat to the Assembly.

A further meeting of experts has been arranged for the beginning of July.

E. WORK OF THE FINANCIAL COMMITTEE.

The two principal subjects with which the Financial Committee is at present dealing have been entrusted to two delegations of the Committee, consisting in both cases of certain of its members and of experts from outside. These two delegations are the Gold Delegation and the Agricultural Credits Delegation. Distinct from the Financial Committee, but in close contact with it, is the Fiscal Committee, which is also engaged in work on financial questions.

The Financial Committee, in a report to the Council adopted by that body and by the Assembly in September 1930, pointed out that the scope and character of its work was changing, and that the nature of the change had become clearly apparent during the course of the previous twelve months. During the first ten years of the Committee's existence, its principal, though by no means its sole, work had been to assist in financial reconstruction or the establishment of refugees in certain countries. This class of work, a natural feature of the post-war years, although heavy and exacting while it lasted, could not be considered as other than temporary and exceptional, but it naturally tended to the postponement of the more normal duties of the Committee as Financial Adviser to the League within the framework of the Covenant.

During the past year the Committee has been occupied (a) in completing the work of financial reconstruction and refugee settlement, and (b) in tasks of a more general order, such as the study of the gold question and the problem of agricultural credits.

I. FINANCIAL RECONSTRUCTION AND SETTLEMENT WORK.

1. Greece.

Settlement of Refugees.

The measures taken to wind up the Refugee Settlement Commission, with a short historical sketch of the work of the Commission, were described in the report on the work of the League submitted to the Assembly in 1930. The winding-up of the Commission was completed according to programme on December 31st, 1930, and the property and liabilities of the Commission passed to the Hellenic Government.
Economic and Financial Situation.

During the past year, the official connection of the Financial Committee with the Hellenic Government also came to an end. For the past three years the Government has sent reports on its budget situation to the Council of the League every three months, in accordance with an undertaking given under the Protocol of September 15th, 1927, in connection with the issue, under the auspices of the League, of the loan for financial reconstruction.

The Financial Committee, on sending the last report of the Hellenic Government to the Council (document C.456.1930.II), expressed its satisfaction with the results obtained, and congratulated the Hellenic Government in the following terms:

"The contact between the Hellenic Government and the League of Nations was not limited to the communication of written reports; on many occasions, representatives of the Greek Ministry of Finance have come to Geneva to attend the discussion of the quarterly reports in the Financial Committee and to consult with the Committee upon various budget problems. These consultations with the Greek representatives have been mutually instructive, and the Financial Committee ventures to think that they have facilitated the task of the Hellenic Government and Administration.

"The Hellenic Government is to be congratulated on the results achieved. The Greek budget has shown a surplus during each of the last three years. The total of the budget is at a figure which would not seem out of proportion to the economic capacity of the country.

"In the Protocol, the Hellenic Government undertook to carry out certain measures of budget reform in regard to the unity of the budget, the centralisation at the Bank of Greece of all receipts and payments of the State and State enterprises, the monthly publication of statements concerning the situation of the public finances, etc., etc. These measures have been carried out and have proved their utility. In so far as, for special reasons, they have not yet been completed (unity of the budget and centralisation at the Bank of Greece of all receipts and payments of the State and State enterprises), the Government intends to complete them."

2. Bulgaria.

Settlement of Refugees.

The work of settling the refugees in Bulgaria has made good progress, and is expected to finish in the course of the present calendar year.

Economic and Financial Situation.

Bulgaria, like other agricultural countries of Eastern Europe, has been severely affected by the present economic depression — though less severely than some. The influence of the depression has shown itself, as far as the Government finances are concerned, in a marked falling-off in receipts, with the result that the Government has had to make use of the Treasury facilities allowed it under the stabilisation Protocol embodying the terms of the Bulgarian Reconstruction Loan of 1928, in order to meet the considerable deficit in the budget. The situation can be met, but it will demand constant care and attention during the coming year.

The position of the National Bank, thanks in large part to the careful policy which it pursued during 1930, is still satisfactory, despite the difficulties of the year. This fact contributes substantially to the stability and economic well-being of the country.

Enquiry into the Co-operative System.

In September 1930, the Government requested the Council of the League to assist it in the re-organisation of the co-operative system in Bulgaria, and the Financial Committee expressed the opinion that such a reform was an indispensable part of the work of financial restoration already undertaken in Bulgaria under the auspices of the League. Accordingly, with the approval of the Council, M. Gebhard and M. Treybal, two well-known experts in co-operative matters, went to Bulgaria in the autumn of 1930 and carried out an intensive enquiry into the Bulgarian agricultural co-operative system. Their final report will be completed shortly.

Meanwhile, they have drawn up a note, approved by the Financial Committee, in which are indicated the lines along which, in their opinion, the Bulgarian Government would be well advised to proceed in order to carry out the contemplated reform.

Resignation of the Commissioner of the League.

M. Rene Charron, Commissioner of the League for Refugee Settlement and Adviser to the National Bank of Bulgaria, has resigned his dual position as from March 31st in order to take up new duties elsewhere. The Financial Committee, expressing its appreciation of M. Charron's work in its report to the Council (document C.143.M.44.1931.II) observed:

"The settlement of refugees is now nearly completed, and the situation of the National Bank, notwithstanding the general economic depression, is satisfactory. It is only in
looking backwards down the road of the last four years that it is possible to realise the nature of the difficulties that have been overcome. M. Charron, thanks to his courage, his loyal spirit of collaboration with all parties concerned, and his high sense of public responsibility, has contributed a large part to the progress which has been made."

It has fortunately been possible to arrange for M. Charron, acting in an honorary capacity, to remain responsible for the execution of the tasks still to be carried out in connection with the refugee scheme.

M. Watteau has been appointed by the Council as adviser to the National Bank.

3. Estonia.

Under the Protocol for Banking and Currency Reform in Estonia, signed on December 10th, 1926, an adviser nominated by the Council of the League was appointed to the Estonian Central Bank for a period of three years. This period ended in September 1930, and Sir Walter Williamson, C.M.G., the adviser, then retired. The Financial Committee has expressed its high appreciation of the valuable services which he had rendered. His withdrawal closes another chapter in the post-war reconstruction work of the League.

II. GOLD DELEGATION OF THE FINANCIAL COMMITTEE.

The Gold Delegation, in September 1930, published its first interim report. The report is an attempt to answer the question whether the current and prospective production of gold, on the one hand, and the normal increase in demand as world production and trade increase, on the other, are such as to make it likely that the general trend of prices over a series of years (apart from short-term oscillations) will be in an upward or downward direction. In order to throw light on this question, special efforts were made to collect as complete and accurate statistics and estimates as possible concerning the production of gold in the past, the probable course of production in the future, and the demand for gold arising from monetary and non-monetary causes. As a result of its analysis, the Delegation reached the conclusion that the inadequacy of the supply of new gold available for money is likely at no very distant date to exercise an influence in lowering prices.

The Gold Delegation observes in its second interim report, to which reference is made below, that, since the publication of its first report, wholesale prices have fallen very sharply; and that, if prices were to settle down at, for instance, approximately to-day's level, the supplies of new gold likely to become available for money would meet the demand for an appreciably longer period of time than they would if the former level were to be restored. The Delegation adds:

"Whatever the tendency of prices may be when the present economic depression is past, we believe that measures can be found which should prevent the quantity of the supplies of new gold becoming available for monetary purposes from exercising a decisive influence."

Among the remedial measures which the Delegation recommends are: (1) the reduction of the reserve ratios of Central Banks; (2) the extension of the use of cheques and other means of payment not involving the use of money; (3) the replacement of notes of small denominations by subsidiary coin; (4) the concentration in Central Banks of foreign assets belonging to countries on the gold exchange standard; and (5) the making of an international agreement providing that gold reserves held abroad should not be subject to seizure or confiscation in time of war.

To this question, it is understood, the Delegation will revert in its final report.

At the time of the issue of its first interim report, the Delegation recommended the publication of two other volumes: "Selected Documents submitted to the Gold Delegation of the Financial Committee", and "Legislation on Gold". In the former are reproduced several of the memoranda which were submitted to the Gold Delegation by its members and others. In the latter, the legal provisions of seventy countries relating to the monetary use of gold are summarised and compared and the texts of the relevant passages of the laws of each country are reproduced in full.

In January 1931, the Delegation issued its second interim report. This report is confined to the problem of the distribution of gold, a subject which the Delegation, in its first interim report, had specifically reserved for further study.

With reference to the Delegation's second interim report, the Financial Committee observes in its report to the Council:

"In the first place, it did not fall within the Delegation's terms of reference to enquire whether or not there has been any relationship between the present economic depression and the distribution of gold. Indeed, its terms of reference were formulated before the present depression began to make itself felt. In view of this fact, it is natural that the present report should not deal in direct terms with this problem."

"In the second place, the Delegation has confined itself to indicating the principles on which the efficient working of the gold standard must, in its opinion, primarily depend.
These principles are concerned with the general policy of central banking. They do not and cannot imply an arbitrary or mechanical contrivance for the distribution of gold. The successful application of these principles, however, must depend to a large extent upon the existence of settled economic conditions, and will necessarily be impeded, if there is a lack of public confidence. The movement of gold is directly influenced by the movement of capital, and a steady flow of capital and credit cannot be maintained when the necessary conditions of security are lacking."

The Delegation proceeds to consider a number of monetary reforms and to describe the banking principles which it considers would contribute to a more efficient working of the gold standard.

In connection with its second interim report, the Gold Delegation recommended the publication of a second volume of selected documents. The volume contains four memoranda dealing with recent gold movements into and out of France, Great Britain, Germany and the United States, to which are added tables showing the recent changes in the distribution of gold.

The Delegation proposes to prepare its final report for submission to the Financial Committee in the autumn of this year.

III. Fiscal Committee.

An important meeting of the Fiscal Committee was held at the end of May. The work of the Committee will be reviewed in the supplementary report to the Assembly.

IV. First Conference of Central Offices for the Suppression of Counterfeiting Currency.

In accordance with Recommendation V, adopted on April 20th, 1929, by the International Conference for the Suppression of Counterfeiting Currency, the Council convened a first Conference of Representatives of Central Offices to meet at Geneva from March 4th to 7th, 1931.

The principal object of the Conference was to ensure and develop direct international co-operation between the central police offices of the various countries in the prevention and punishment of counterfeiting currency. To this end it adopted a set of administrative regulations and a number of recommendations regarding the relations between the central offices and the International Police Office in Vienna and between the central offices themselves.

The Conference afforded an excellent opportunity for the delegates of the central offices to get into touch with one another. Twenty-seven nations were represented, in addition to the International Criminal Police Commission. The Conference marks an important step forward in the field of international police operation.

The Conference presented a report to the Council, communicating the regulations and recommendations which it had adopted.

On May 20th, 1931, the Council instructed the Secretary-General to draw the attention of the Governments to this report, and to ask them for their observations on two of the recommendations.

V. The Agricultural Credits Delegation of the Financial Committee.

The Conference with a view to Concerted Economic Action drew the attention of the Council last year to the fact that the shortage of capital for agriculture constituted a serious hindrance to commercial relations between industrial and agricultural countries and urged a better organisation of agricultural credits. The question was referred by the Council in May to the technical organisations of the League, including the Financial Committee, with the result that an International Convention and the Constitutive Charter and Statutes of a mortgage institute to be known as the International Agricultural Mortgage Credit Company were drawn up by a delegation of the Financial Committee under the chairmanship of M. ter Meulen, of whose work the Commission for European Union and the Council have expressed their warm appreciation.
These instruments were approved, subject to slight amendments by the Financial Committee. They were considered at various stages by a special Committee of the Commission for European Union appointed for the purpose, which made a few modifications. They were then approved by the Full Commission and finally by the Council.

The Convention has so far been signed by sixteen European Governments. The Council has appointed an Organising Committee to take all steps required for the first issue of shares of the International Company, for its organisation and by way of preparation for its operations. The Organising Committee held its first meeting in Paris on June 4th and the Bank should be open early next year.

The purpose of the plan and of the collective effort on the part of European States which it entails is, in the words of the Financial Committee, to alleviate the burdens which weigh on agricultural production in various countries, to diminish the working expenses which absorb too large a share of the profits and to increase the purchasing capacity of the agriculturists.

The initial capital consists of shares amounting to five million dollars to be issued to the public, placed so far as possible with mortgage institutions in countries which are parties to the Convention. As need arises, additional shares to an amount of forty-five million dollars will gradually be issued. In addition, Governments ratifying the Convention will, in proportion to their contributions to the League Budget, repayable advances, amounting also to five million dollars, in order to create a special reserve and thus give greater financial and moral solidity to the institution. Since the Company is allowed to issue bonds up to ten times its subscribed capital, special reserve of five million dollars, and since its total authorised capital is fifty million dollars, it will be able ultimately, when the capital is fully subscribed to issue bonds for five hundred and fifty million dollars.

The business of the Company will be:

1. To make long-term loans with amortisation, or medium-term loans with or without amortisation, to mortgage or agricultural credit companies or institutions which, either directly or through other companies having their registered offices in the same country, make loans upon first mortgage on immovable property which is the subject of agricultural cultivation or used for the purposes of such cultivation;

2. To create and negotiate bonds the sums repayable on which may not exceed the amount of the debts due from the national companies to the International Company and which are to be secured by first mortgages registered in the name of the national companies, belonging to them or held by them as security.

This international organisation will operate as a limited liability company, adopting to the greatest possible extent the normal business procedure familiar to the general public. It is intended to be primarily, not a profit-making concern but a public utility company designed for the benefit of agriculturists. The Company, which is entitled to make loans in any country which is a party to the Convention, will deal only with national or local mortgage institutes and make advances only on the security of first mortgages. These will usually only be offered for long-term credits; but the Company is not precluded from granting intermediary credits.

The Board is to be composed as far as possible of persons with an intimate knowledge of finance and of mortgage credit banks. The Council of the League will appoint the President and Vice-President and also two other directors if the right to nominate them is not exercised respectively by the Bank of International Settlements and the International Institute of Agriculture. Nine directors are appointed by the share-holders and must be representatives of mortgage credit institutes or experts in banking and credit business. Finally, the Board so constituted has power to co-opt by majority five other directors with the object of promoting the general interests of the International Company and, in particular, encouraging the participation of the chief financial markets in the placing of the Company’s bonds.

The institution, which will have its seat at Geneva, is placed under the auspices of the League. Apart from appointing the President and Vice-President and possibly two other

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1. As on May 28th, 1931. Belgium, Bulgaria, Czechoslovakia, Estonia, France, Germany, Greece, Hungary, Italy, Latvia, Luxemburg, Poland, Portugal, Roumania, Switzerland and Yugoslavia.

2. The Organising Committee is composed of the following persons:
   - Dr. Bachmann, President of the National Bank of Switzerland;
   - Dr. Kessler, General Manager of the "Deutsche Rentenbank-Kreditanstalt";
   - Professor Mlynarski, former Vice-Governor of the Bank of Poland;
   - M. Di Nola, General Manager of the "Instituto Italiano de Credito Fondiario";
   - Dr. Pospisil, Governor of the National Bank of Czechoslovakia;
   - M. E. Regard, Governor of the National Bank of Belgium;
   - M. Van Rijn, member of the Permanent Committee of the International Institute of Agriculture;
   - M. Rybeck, Manager of the "Skandinaviska Kreditaktiebolaget";
   - Sir Henry Strakosch, G.B.E., Chairman of the Union Corporation Ltd. London (replacing Sir Otto Niemeyer during his absence in Brazil).


Directors, the Council will receive the annual report and statement of accounts, and the Financial Committee will appoint the auditors.

It is not possible within the scope of the present summary to review the technical details of the present plan. Its essential features are the patronage of the League, the constitution of the Board, the special provisions with reference to administration and to the limitation of dividends, the reserve fund subscribed by Governments, the provision that Government guarantees will be required where local conditions do not offer sufficient security. All these provisions are designed to attain the main object of creating a public utility company which may command general confidence and which it is hoped may bring about "those changes in production and that increase in demand which are necessary for a general improvement in agricultural conditions in Europe".¹

The scheme was drawn up at the request of the Council, with a view, in the first instance, to reducing the working expenses of agriculturists. Participation in it has been confined during the first five years to European countries in many of which the rates of interest are still abnormally high — sometimes 15-20 per cent or even more. It was felt that permission to do business in all parts of the world during the first years of the life of such an organisation would so increase overhead expenses as to defeat the very object for which the scheme was elaborated — namely, the reduction in interest rates. There is nothing, however, in the Convention establishing the Company or in the Statutes controlling it to prevent it extending its field of activity to any country in the world Member of the League of Nations once the first difficult years of initial organisation and development are past.

The Financial Committee and the European Commission have both emphasised that the new Company should in its work be very careful to avoid exposing itself to criticism on the ground that it has encouraged an injudicious increase of agricultural production.

Legislation relating to the mortgaging of property and the foreclosure of existing mortgages should be perfected as rapidly as possible in all those countries in which it is at present defective, and the Financial Committee has drawn up a set of principles which it is hoped may be accepted as a basis for legislative reform in a number of European countries. In the opinion of the Committee, these reforms should do much to improve the credit of agriculturists and thus to lower the rate at which they can borrow.

Finally, the Committee points out that no mere financial technique will enable capital to be obtained except at a relatively high cost: "It is undoubtedly, in the first place, considerations of a political nature which at present keep capital away from certain parts of Europe. Nothing would be more helpful in starting this flow of capital, which would be so very beneficial from all points of view, than measures which would create a feeling of confidence which is at present lacking."²

F. VISIT TO INDIA OF THE DIRECTOR OF THE ECONOMIC AND FINANCIAL ORGANISATION OF THE LEAGUE.

The Government of India, in the autumn of 1930, requested that Sir Arthur Salter, Director of the Economic and Financial Organisation of the League, should visit India in order to give advice upon the creation of some organisation for the study of economic questions, including both the continuous interpretation of current developments and the consideration of plans designed to achieve particular purposes".

The results of the mission are embodied in a report to the Indian Government dated February 16th, 1931, which has been circulated for information to all the Members of the League.

The Secretary-General informed Sir Arthur Salter, previous to his visit, that members of the Indian delegation to the Assembly had, on many occasions, expressed regret at the insufficiency of the knowledge possessed in India regarding the past work and possibilities for future collaboration of the various organisations of the League, and, in particular, of the technical organisations. The Secretary-General felt that the invitation to Sir Arthur by the Government of India would afford him an opportunity of acquainting the Indian Government with many aspects of the work of the League, and asked him to take the opportunity of discussing generally with the authorities the development of India's collaboration in the work of the technical organisation. Sir Arthur Salter devoted such time as was at his disposal to the study and discussion of these problems.

¹ Loc. cit.
II. ORGANISATION FOR COMMUNICATIONS AND TRANSIT.

A. CONFERENCE FOR THE UNIFICATION OF BUOYAGE AND LIGHTING OF COASTS.

The Conference for the Unification of Buoyage and Lighting of Coasts was convened by the Council at its meeting on January 15th, 1930, on the invitation of the Portuguese Government, to meet at Lisbon.

The Advisory and Technical Committee for Communications and Transit, with the assistance of experts from most of the countries concerned, has during the last few years carried out the necessary studies mainly in the Mediterranean, the Baltic, the United States of America and Canada. The Special Committee entrusted with this task was at the outset composed of experts from the principal maritime States in Continental Europe, Japan and Chili. At a later stage an American expert was invited to participate and, in the course of a mission to the United States and Canada, the Rapporteurs of the Special Committee got into touch with the competent departments in those countries. Great Britain did not participate in the preliminary work, but sent an important delegation to the Conference.

The Conference met from October 6th to 23rd, 1930. It was attended by delegations from the following thirty-two States: Australia, Belgium, Brazil, Canada, China, Cuba, the Free City of Danzig, Denmark, Estonia, Finland, France, Germany, Great Britain and Northern Ireland, Greece, Iceland, India, Italy, Japan, Latvia, Mexico, Monaco, the Netherlands, New Zealand, Norway, Poland, Portugal, Roumania, Spain, Sweden, the United States of America, Uruguay, Yugoslavia. The International Association of Merchant Marine Officers, the International Hydrographic Bureau, the Lighthouse Administration of the former Ottoman Empire, the Compagnie universelle du Canal maritime de Suez, the International Shipping Conference, and the Portuguese Merchant Marine Officers’ Association were also present. Most of the States were represented by the heads or senior officials of their lighthouse and buoyage departments.

The Conference adopted an Agreement concerning maritime signals, an Agreement concerning manned lightships not on their stations and a series of recommendations on lighthouse characteristics and radio-beacons.

Under the first Agreement the Contracting Governments undertake to unify certain descriptions of maritime signals. They undertake that only measures in conformity with the regulations attached to the Convention will be taken by the competent authorities in their territories, communicating to navigators by means of visual signals the information or warnings described. The provisions of these regulations may be departed from only in cases where, owing to local conditions or exceptional circumstances, they cannot reasonably be carried into effect, and particularly where their adoption might endanger navigation or where the expenditure involved would be out of proportion to the traffic concerned.

The Agreement was signed by the delegates of Belgium, Cuba, Estonia, Finland, France, Germany, Greece, Monaco, Morocco, the Netherlands, Portugal, Spain, Sweden and Tunis.

Under the second Agreement the contracting Parties undertake to unify certain rules in respect of manned lightships not on their stations and to put into force a series of provisions attached to the Convention.

The Agreement was signed by the delegates of Belgium, Cuba, Estonia, Finland, France, Germany, Great Britain and Northern Ireland, Greece, India, Monaco, Morocco, the Netherlands, Portugal, Spain, Sweden and Tunis.

The recommendations on lighthouse characteristics were framed with a view to providing in a rational and uniform manner for the organisation of new lighthouse systems or the improvement of existing systems by means of an effective distribution of the available characteristics. It was understood that the recommendations would not be regarded as laying down absolute rules or as necessitating in the near future any changes in existing systems. The recommendations on radio-beacons lay down certain requirements which, upon expert opinion and as the result of experience, are considered to be desirable in their equipment, and it is recommended that, so far as circumstances and resources permit, such beacons should be established throughout the world at all points where they are likely to be useful to maritime navigation. The Conference further recommended that the band of wave lengths assigned to radio-beacons, which experience has shown to be inadequate, should be increased by 20 kilocycles on the occasion of the next revision of the Radio Telegraphic Convention of 1927.

The Recommendations were signed by representatives of Belgium, Brazil, China, Cuba, the Free City of Danzig, Estonia, Finland, France, Germany, Great Britain and Northern Ireland, Greece, India, Italy, Japan, Mexico, Monaco, Morocco, the Netherlands, Poland, Portugal, Roumania, Spain, Sweden, Tunis and the United States of America.

The problem of the unification of buoyage characteristics presented serious difficulties and the Conference was unable to establish an agreed convention. Two principal systems of buoyage are at present employed: a lateral system, which lends itself more particularly to the marking of well-defined channels and in which the marks show the location of dangers in relation to the route to be followed by navigators in their vicinity, and the cardinal system, which lends itself more particularly to the marking of shoals in the open sea and in which the direction of the mark from the danger is indicated by characteristics appropriate to the nearest cardinal point of the true compass.
The most serious technical difficulty which arose in the discussion was the position of red buoys and red lights in the lateral buoyage system. The Committee of Experts dealing with the question on behalf of the Advisory and Technical Committee had, up to 1927, favoured what is known as the St. Petersburg system (red to port) which had been adopted by several countries of Southern Europe and which other countries were ready to adopt. The views of the Committee of Experts, however, as the result of the co-operation of the United States, were modified in 1929. The Committee then thought it might be possible to achieve a wider unification by adopting an alternative system which had been approved at Washington in 1889 for the regulation of day signals. It was suggested that the Washington rules should be extended to night signals and it was thought that on this basis a wider unification might be achieved.

The British Government, which had not participated in the preparatory work was inclined to favour the original opinion of the Committee of Experts and it soon became apparent that general agreement was not likely to be obtained for the universal adoption of the Washington system. As a result, a large number of countries, which would have accepted the Washington rule proposed in 1929 to facilitate general uniformity, were inclined, during the discussions of the Conference, to revert to the alternative system.

The question arose whether the European countries which were prepared to accept the St. Petersburg rule should not immediately establish, as between themselves, a regional agreement for the unification of their buoyage and lighting upon this basis. Most of the Continental countries had indicated that they were willing to accept either solution for the sake of obtaining a worldwide uniformity. They preferred the St. Petersburg rule, and had only agreed to accept the Washington system if universal unification could thereby be secured. As, however, such unification appeared impossible, the question was raised whether a regional solution should not be adopted.

The delegations of Belgium, France, Germany, Greece, Monaco, Morocco, the Netherlands, Poland, Portugal, Roumania, Spain and Tunis, signed a declaration expressing their conviction that a full agreement on the questions left unsettled by the Conference could be reached immediately as between their countries. It was pointed out, however, that such an agreement, involving a partial solution of the problem of unification, might seriously compromise the prospects of a more general agreement at a later stage. They accordingly consented not to take any immediate steps towards its conclusion, but indicated that, if a general agreement were not rapidly obtained, they reserved full freedom of action to their respective Governments to secure as complete as possible a unification of their own buoyage rules.

During these discussions a series of uniform rules, to form the basis of a draft agreement on the unification of buoyage, were provisionally drafted. It was realised, however, that these rules could only be approved as part of a relatively complete system of unification; that previous agreement on the fundamental questions in dispute was essential; and that the adoption of fragmentary regulations would only render more difficult the ultimate process of general unification.

The Conference in these circumstances, and believing that a further discussion within a short time would secure agreement between all the maritime nations of the world, adopted the following resolution:

"The Conference,

"Expressing its satisfaction that the work of its Buoyage Committee and of its Drafting Committee has permitted uniform rules to be drawn up regarding a certain number of buoyage questions capable of facilitating the elaboration of a complete international buoyage system, and that these rules have been unanimously agreed upon with a view to the organisation of such a system;

"Noting, however, that it hardly seems possible to apply these rules, except as part of a sufficiently general agreement dealing with the main questions of buoyage as a whole;

"Noting, further, that no immediate agreement seems possible with regard to certain of these important questions, such as the allocation of colours by day and by night of odd and even numbers in the lateral buoyage system;

"Believing that further efforts must be made to secure agreement between all the maritime nations of the world before the expediency of examining the possibilities of agreement between certain of these nations only is considered:

"Takes note of the proceedings of its Buoyage Committee and of the texts prepared by the Drafting Committee;

"Decides to postpone its work on buoyage questions, and expresses the hope that it will be given an opportunity of resuming its work in about a year's time with a view to allowing the Governments concerned to make fresh efforts to reach complete agreement after consideration of the proceedings of the present Conference.

"The present Resolution, to which will be annexed an extract from the Minutes of the Conference with regard to buoyage, and a copy of the Minutes of the Buoyage Committee and of the texts concerning buoyage prepared by the Drafting Committee, will be communicated to all the Governments represented at the Conference or invited to send representatives thereto."
B. CONFERENCE FOR THE UNIFICATION OF RIVER LAW.

The Council on January 15th, 1930, decided to convene a Conference on the Unification of River Law to meet on November 17th, 1930, at Geneva. The Advisory and Technical Committee for Communications and Transit has been engaged upon preparatory work for this Conference since 1922, when it secured the co-operation of the River Commissions of the Elbe and the Rhine and appointed a Committee of Jurists which, after work that has lasted for seven years and in which the Central Commission for Rhine Navigation has taken a prominent part, has drawn up three draft Conventions for the unification of certain rules of river law applicable to navigation on the main systems of navigable waterways in Continental Europe.

The Conference met at Geneva from November 17th to December 9th, 1930. It included representatives of the following countries: Albania, Austria, Belgium, Bulgaria, Czechoslovakia, Danzig, Denmark, Finland, France, Germany, Greece, Hungary, Italy, the Netherlands, Poland, Portugal, Roumania, the Saar Territory, Sweden, Switzerland, Turkey and Yugoslavia. The Central Commission for [Rhine Navigation, the International Danube Commission, the International Elbe Commission, the International Oder Commission, the International Maritime Committee (Antwerp), the International Institute of Private Law (Rome) and the International Chamber of Commerce, were invited to send representatives in an advisory capacity.

The Conference adopted:

(1) A Convention for the unification of certain rules concerning collisions in inland navigation;
(2) A Convention on the registration of inland navigation vessels, rights in rem over such vessels and other cognate questions;
(3) A Convention on administrative measures for attesting the right of inland navigation vessels to a flag;
(4) A Final Act to which were appended a number of recommendations.

The Convention for the unification of certain rules relating to collisions in inland navigation embodies the provisions which shall govern, as between the contracting parties, the compensation due in respect of damage to vessels, objects or persons on board as the result of collisions between inland navigation vessels. It lays down that if the collision is an accident, if due to *vis major* or if there is doubt as to its causes, the damage shall be borne by the person suffering it; if due to an error on the part of one of the vessels, that vessel shall be liable for compensation for damage; if caused by two or more vessels, such vessels shall be jointly and severally liable for compensation for damage caused to third persons and objects on board such vessels. The liability of each vessel is proportionate to the gravity of its error, and arises notwithstanding that the collision may be caused by error on the part of the pilot even if a pilot be compulsory. The provisions of the Convention do not affect the rules governing the limitation of the liability owners of vessels laid down in each country or the obligations arising from transport or other contracts.

The Convention was signed by Belgium, Czechoslovakia, Danzig, France, Germany, Hungary, Italy, the Netherlands, Poland, Roumania, Switzerland and Yugoslavia.

The Convention on the registration of inland navigation vessels deals with the registration of inland navigation vessels, ownership, mortgages, liens, seizures and enforcement. It is provided that registers for inland navigation vessels shall be established by the parties in accordance with their national laws which shall determine the conditions which a vessel must fulfil in order to be registered. All vessels with a displacement of at least 20 metric tons must be registered if they fulfil the conditions laid down by the laws of one or more parties, but can only be registered in the territory of a single State to be chosen by the owner of the vessel. A vessel registered in one State cannot be registered in another unless the first registration is cancelled.

The provisions relating to ownership and mortgages lay down generally that the regulations in respect of these matters shall be governed by the law of the country of registration. Certain general provisions, however, secure adequate publicity and a certain degree of uniformity. The provisions relating to liens define the claims which are to be regarded as privileged, establish the priority of such claims among themselves and determine the conditions for their extinction. The provisions relating to seizure and enforcement lay down that the validity of the effects of these measures shall be governed by the law of the country in which the vessel is seized. The record of the seizure or enforcement must, however, be forwarded to the office of registration, and a certain procedure followed for the publication of the seizure.

The Convention does not apply to vessels exclusively employed in any capacity by the public authorities.

The contracting parties whose laws are not adequate to ensure the execution of the Convention undertake to make the necessary arrangements for the purpose. They agree in particular to communicate to each other through the Secretary-General of the League the legislative provisions or regulations severally adopted to ensure the execution of the Convention, a list of the authorities responsible for keeping the registers and the initial letters used by the registration offices.

The Convention was signed by Belgium, Czechoslovakia, Danzig, France, Germany, Hungary, Italy, the Netherlands, Poland, Switzerland and Yugoslavia.
The Convention on administrative measures for attesting the right of inland navigation vessels to a flag provides that a vessel employed in inland navigation may only have the right to a single national flag. The contracting parties reserve their right to prescribe the conditions governing the acquisition and loss of the right to a flag. Vessels must be entered on a special register kept by a competent authority of the State granting the right. A vessel complying with the conditions prescribed by the law of two or more contracting parties may only be entered on the register of one of the parties, to be chosen by the owner of the vessel.

Each party reserves its rights to require its nationals to enter on its register vessels of which they own more than half, fulfilling the conditions prescribed by two or more States, if such nationals are habitually resident or, in the case of companies, if the chief seat of management of their business is situated, in the territory of their home State. For vessels belonging to physical persons similar conditions obtain in respect of nationals not residing habitually in their home territory, if their vessels are used solely for navigation in the waters of that territory. A vessel entered on one register cannot be entered on another before its name is removed from the first.

The Convention was signed by Belgium, Czechoslovakia, France, Hungary, Italy, Poland and Yugoslavia.

The formal clauses are virtually the same in all three Conventions. The Conventions must be ratified, and the instruments will be forwarded to the Secretary-General, who will advise all signatory or acceding States of the deposit. The Conventions will remain open for signature until May 31st, 1931, for all States which were represented at the Conference or invited to send representatives. From June 1st, 1931, any State represented at the Conference will be able to accede to the Conventions.

Ninety days after ratification or accession by three States, the Conventions will come into force for those States. For States ratifying or acceding to them later, they will come into force ninety days after the deposit of their instruments. Each State can make its ratification or accession dependent upon the ratification or accession of one or more States. After the Conventions have been in force for five years, they may be revised at any time at the request of at least three of the parties.

Three recommendations were attached to the Final Act:

1. That countries availing themselves of the reservation to the Convention relating to collisions in respect of waters in which navigation is exclusively reserved for their nationals should bring their laws applicable to these waters into conformity with the provisions of the Convention;

2. That, pending the conclusion of a Convention on assistance in saving of life and property in river navigation, the laws of every State should impose on the captain or master of each ship involved in a collision the duty of rendering to the other ship and its crew and passengers such assistance as he can without serious danger to his own ship, crew and passengers;

3. That a Convention should in the near future be concluded on the subject of attachment (saisie conservatoire).

The work accomplished by the Conference was substantial, objective and practical. Various delegations, while remaining true to the legal conceptions of their countries, made appreciable sacrifices with a view to establishing an international system universally acceptable. The work may be regarded as a first stage in the unification of river law in Europe.

The Organisation for Communications and Transit, in continuation of the work of the unification of river law, is dealing with a number of problems such as assistance and saving of life and property in river navigation, questions of procedure, responsibility in matters of river law, insurance and other technical subjects.

C. EUROPEAN CONFERENCE ON ROAD TRAFFIC.

The Advisory and Technical Committee has for some years had under consideration the framing of an international agreement on commercial motor transport. The Assembly has on various occasions shown its interest in the question, and the Preliminary Conference with a view to Concerted Economic Action in 1930 expressed the hope that the work being done with a view to the drafting of an international agreement on the subject would be brought to a successful issue as rapidly as possible.

The Advisory and Technical Committee represented by its Permanent Committee on Road Traffic has further considered, jointly with the Fiscal Committee of the League of Nations, the question of the taxation of foreign motor vehicles: the draft of an international convention on this subject was established at a joint meeting of the Permanent Committee on Road Traffic and the Fiscal Committee in August 1930.
The Advisory and Technical Committee recently addressed to the Governments certain recommendations for the unification of road signalling. Most of the Governments welcomed these recommendations, but the Committee realised that unification could hardly be attained except by the conclusion of an international agreement on the subject. A draft agreement was accordingly prepared and was ready for transmission to the Governments in October 1930.

Finally, as a result of requests put forward by tourist organisations, the Committee was led to consider whether it would not be possible to facilitate, by agreement between the Customs authorities of the various countries, the application of the triptych system for the benefit of motorists, by recognising a certificate issued by a Customs authority in lieu of a consular visa in cases where a triptych had been lost or had not received a final or provisional exit visa.

The preparatory work of the Advisory and Technical Committee in dealing with these questions has been summarised in previous reports on the work of the League and in particular the supplementary report presented to the Assembly in 1930. ¹

The Council on September 18th, 1930, acting upon a recommendation of the Advisory and Technical Committee, decided that a European Conference on Road Traffic should be convened to meet in March 1931, to which would be invited all the States which had previously attended European conferences held on the recommendation of the Communications and Transit Organisation. It was decided that the agenda of the Conference should include:

(1) The conclusion of a convention on the international regulation of commercial motor transport;
(2) The conclusion of an international agreement on the unification of road signalling;
(3) The conclusion of a convention on the taxation of foreign motor vehicles;
(4) The conclusion of an agreement between Customs authorities to facilitate the procedure to be followed in the case of undischarged or lost triptychs.

The Conference met in Geneva on March 16th, 1931. In addition to the twenty-four States represented, delegates from the more important international tourist associations and organisations interested in tourist or commercial traffic also attended.

The Conference was unable to come to an agreement upon a convention on international commercial motor transport. Owing to the continuous and considerable development of motor traffic during past few years, it was impossible for many of the delegates to appreciate the exact legal consequences for the signatories of a convention dealing with the matter. The Conference therefore decided to suspend its work on the convention, at the same time laying emphasis on the expediency of referring to a future conference the task of finding an international solution of the problem, after the necessary supplementary investigations into the legislation of the various countries had been made. It recommended that, pending the conclusion of an international convention, separate agreements should be made between States on as liberal a basis as possible.

The Conference adopted an international Convention concerning the Unification of Road Signals. It stipulates that the contracting parties shall adopt an international system of road signalling, and the system proposed, with the standardised signals suggested, is described in an annex to it.

The Convention was signed by eleven States: Belgium, Czechoslovakia, Danzig, Denmark, France, Italy, Germany, Luxemburg, Poland, Switzerland and Yugoslavia.

The Conference adopted a draft Convention on the Taxation of Foreign Motor Vehicles. It provides that touring-cars registered in the territory of one of the contracting parties and circulating temporarily in the territory of another contracting party shall be exempt from the taxes and charges levied in the country visited for a period of ninety days in the year. The exemption does not apply to vehicles used commercially for the public conveyance of passengers for payment or for the transport of persons and goods on a commercial basis. Persons claiming exemption will be required to hold a fiscal permit valid for one year from the date of issue. The permit may be issued, not only by the competent authority of the country in which the vehicle is registered, but by any organisation to which this authority has delegated the necessary competence.

The Convention was signed by ten countries: Belgium, Czechoslovakia, Danzig, Denmark, Great Britain, Italy, Luxemburg, the Netherlands, Poland and Switzerland. The French delegate announced that his Government would sign the Convention subsequent to a pending re-organisation of the system of motor-car taxation in France.

The Conference approved an Agreement between Customs authorities to facilitate the procedure relating to triptychs. The Agreement is designed to remove certain practical difficulties which have arisen for tourists under the present system.

The Agreement was signed by nine States: Belgium, Denmark, France, Germany, Great Britain, Luxemburg, the Netherlands, Switzerland and Yugoslavia.

The Conference further adopted a recommendation to the effect that a system of codification should as soon as possible be internationally established for signals used by officials directing traffic and by drivers of vehicles.

¹ See Official Journal, 1930, Special Supplement No. 84, page 373.
Finally the Conference, in approving the Convention on the Taxation of Foreign Motor Vehicles, recommended that the contracting parties should endeavour, either through internal legislation or by agreements among themselves, to further and extend as widely as possible the system of tax exemption laid down in the Convention and to improve the methods of applying it.

D. PREPARATIONS FOR THE FOURTH GENERAL CONFERENCE ON COMMUNICATIONS AND TRANSIT.

The Council on January 19th, 1931 decided to convene the Fourth General Conference on Communications and Transit on October 26th, 1931. The Third General Conference met from August 23rd to September 2nd, 1927, and under the Statute of the Communications and Transit Organisation a Conference must be held every four years.

The Advisory and Technical Committee considered the agenda of the Conference in September 1930. The agenda as approved by the Council will include:

1. Examination of the report on the work of the Advisory and Technical Committee for Communications and Transit since the last General Conference;
2. Examination of the report submitted by the Secretary-General of the League on the measures taken in execution of the decisions of the previous Conferences;
3. Renewal of the membership of the Advisory and Technical Committee for Communications and Transit;
4. Steps to be taken in case of grave occurrences of a general character affecting routes of communication;
5. Examination of the expediency from an economic and social standpoint:
   (a) Of fixing movable feasts;
   (b) Of simplifying the Gregorian calendar.

The first three items are statutory; the fourth item has been placed on the agenda as the result of a recommendation made by the Third General Conference, and the fifth item in response to a desire expressed by the Assembly in 1929.

The Advisory and Technical Committee on Communications and Transit has set up a Preparatory Committee which will examine reports on the reform of the calendar presented by the different national committees which have been established in nearly every country for the study of the problem. It will draw up a summary of conclusions and define the questions to be discussed by the General Conference. The Report of the Preparatory Committee will be submitted to the various Governments before the Conference meets.

The Advisory and Technical Committee, in a report addressed to the Council on March 3rd, 1931, expressed the view that all questions of a purely religious nature arising in connection with the calendar must be left to the religious authorities concerned. The Conference will deal only with the views expressed by civil bodies and by the various Governments on the economic and social aspects of the question. It is suggested that the various religious authorities should nevertheless be invited to send observers to the Conference.

E. UNIFICATION OF TRANSPORT STATISTICS.

A draft Convention on the statistics relating to the transport of goods, together with regulations to be applied to statistics covering maritime, inland navigation and railway transport, has been established by the Drafting Committee of the Committee for the Unification of Transport Statistics. Under this Convention the statistics compiled would include, for each of the three methods of transport, annual statements of the transports effected from one territory to another and within a single territory. For maritime navigation they would also include an annual statement of the movements of maritime shipping. For the establishment of transport statistics the territories of the States concerned would be divided into districts, this division being made principally on economic and technical grounds without there being necessarily a coincidence with administrative boundaries.

The draft Convention will be submitted to the Committee for the Unification of Transport Statistics for approval and subsequently to the Advisory and Technical Committee. It will serve as a basis of discussion for an International Statistical Conference, which will probably meet in 1933.

The Advisory Committee will further be asked to consider a report drafted in co-operation with the International Institute of Statistics, which has been asked to co-ordinate the work undertaken. This report fully confirms the conclusions reached by the Committee for the Unification of Transport Statistics, and the recommendations of the joint Committee of the two bodies reproduce almost in their entirety those which were formulated by the Unification Committee.

1 The conclusions of the Preparatory Committee will be summarised in the Supplementary Report on the Work of the League.
F. Special Committee of Enquiry into the Question of the Negotiability of Railway Transport Documents.

The Advisory and Technical Committee decided during its thirteenth session to study the question of the negotiability of railway transport documents and appointed for that purpose a Special Committee, which met for the first time in October 1930.

Representatives of the International Chamber of Commerce and the International Union of Railways were present at this meeting in an advisory capacity. These bodies had for some time been studying the question on their own behalf.

The Special Committee noted that the negotiable transport document used in a large number of countries in America and recognised by the legislation of certain European countries was formally prohibited by the International Convention of Berne regulating the transport of goods by railway. The International Convention of Berne recognises only the waybill, which is essentially a different class of transport document, particularly in respect of the right of disposing of the goods in course of consignment.

Persons interested in production and trade, as the Committee noted, have recognised the great utility of negotiable transport documents guaranteeing payment of the goods and enabling them to be sold in course of consignment, delivery being effected by handing over the document to the person acquiring the goods. Such documents also permit credit to be obtained on the goods transported and, in particular, enable the document to be given as security for bills which the bearer of the negotiable document may draw. These credit operations are of special advantage during the present credit crisis. Admittedly, on the other hand, the creation of these negotiable documents would involve a number of difficulties of a legal, administrative and technical character.

The Committee considered that it would be well for the International Chamber of Commerce and the International Union of Railways to continue their study of the question as soon as possible, basing their enquiries on the information given and the observations exchanged during the session. It decided to meet again as soon as the two organisations had communicated the results of their enquiries.

G. Conditions of Engagement and Employment of Staff Employed in Inland European Navigation.

The Organisation for Communications and Transit and the International Labour Office have appointed a Joint Committee to study the question of the conditions of engagement and work of the staff engaged in European inland navigation. Information had been collected on this question as the result of a suggestion made by the Committee for the Unification of River Law which, in the course of its work, became interested in the labour conditions of bargees.

The Joint Committee considered it desirable to appoint a committee of experts to indicate what questions might be a suitable subject for international regulation and to what regions these regulations should apply. The committee of experts would also determine what questions might, failing such regulations, give rise to conflicts of laws for which a solution should be sought.

The Committee of Experts is composed of members of the Committee for the Unification of River Law, one of these members acting as chairman, experts appointed by the employers and workers groups of the Governing Body of the International Labour Office, and experts chosen for their administrative experience and personal competence.

The Committee of Experts, during its first session, thought it desirable to enter upon a study of the question of the regulation of working-hours and to begin this enquiry, in respect of boats making a voyage, by taking up the question of night watches. It further decided to study the question of the conflict of laws and of administrative co-operation in social insurance matters, limiting this last enquiry, for the moment, to an examination of insurance against accidents, sickness, old age and invalidity.

The information collected will be completed in order to facilitate these enquiries and the Committee of Experts will meet again towards the end of 1931 or the beginning of 1932.


The Advisory and Technical Committee for Communications and Transit in March 1930 examined, at the request of the Economic Committee of the League, certain measures studied by that Committee for the suppression of the smuggling of alcohol into Finland. The Advisory Committee noted that some of the difficulties to which its attention had been drawn arose from the conditions under which the right to a flag was sometimes granted to ships engaged in smuggling. It felt it was highly desirable, not only from the point of view of the specific question referred to it, but from a more general point of view, that a comparative study should be undertaken of the national legislations regulating the right to a flag. It accordingly instructed the Secretariat to collect from the Governments concerned such information as might be necessary.

The Secretary-General, giving effect to this decision, addressed a circular letter on April 24th, 1930, to all States concerned, including a questionnaire concerning the conditions required.
by national laws and practice for the grant of the right to a national flag, either within the country or abroad. The Secretariat has up till now received detailed memoranda from forty-three States, which will enable the Advisory Committee to undertake an examination of the question at its next session.

I. Negotiations between Poland and Lithuania; Transit Questions.

The Advisory and Technical Committee for Communications and Transit considered during its session in 1930 the proposals of a special Sub-Committee which it had appointed to undertake a technical and legal study of certain communications and transit questions raised by the Council during its examination of the situation which had arisen in the course of negotiations between Poland and Lithuania. The Advisory and Technical Committee adopted a report and forwarded it to the Council on September 5th, 1930. It expressed the view that transit should be resumed over the Niemen and the railway between Landwarow and Kaisiadorys.

The Council in January 1931 decided to ask the Permanent Court of International Justice for an advisory opinion under Article 14 of the Covenant on the following question:

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

The Advisory and Technical Committee and the Secretary-General of the League were asked to give to the Court any assistance which it might need for the examination of this question.

J. Railway Organisation at Danzig.

The Permanent Legal Committee and the Administrative Section of the Permanent Railway Committee were asked in March and May 1930 to advise the High Commissioner of the League of Nations at Danzig on certain questions concerning railway organisation in the Free City. The question was examined at meetings in Paris and Geneva with the assistance of a Committee of Enquiry which conducted investigations on the spot. The representatives of Poland and the Free City of Danzig have on several occasions furnished explanations and indicated the views of their Governments.

A final report was sent to the High Commissioner on September 29th, 1930.


The Advisory and Technical Committee for Communications and Transit has, at the request of the Council, considered several requests addressed by railway companies situated near to one another on the territories of the Successor States of the former Austro-Hungarian Monarchy for the appointment of arbitrators to decide, under Article 304 of the Treaty of Trianon and Article 320 of the Treaty of St. Germain respectively, upon disputes between the States concerned and the companies. The Advisory and Technical Committee expressed the opinion that it was for the Council to appoint such arbitrators. The Council has, on several occasions, adjourned the appointment of arbitrators in the hope that a friendly agreement might be reached between the parties.

In the majority of cases such agreements have been concluded and the Council, at the request of the railway companies, definitely withdrew from its agenda the relevant requests during its session in May 1931.

In two cases only the Council has appointed arbitrators who, in the absence of any agreement concluded before March 15th, 1931, between the States territorially concerned and the railway companies, have constituted themselves as an arbitral tribunal. Negotiations between the parties concerned have, however, resulted in preliminary agreements and the arbitral tribunal has adjourned its first meeting to allow of the accomplishment of the formalities necessary to put these agreements into force.

L. The League Wireless Station.

The Secretary-General on October 4th, 1930, signed four contracts for the purchase of equipment for the League wireless station with the Marconi, Telefunken and Bell Telephone Companies. Under these contracts the cost of equipping the station will be 2,280,264 francs, to which must be added 50,000 francs for additional equipment considered desirable by the experts.
The construction of the buildings, carried out by the Société Radio-Suisse, began on April 1st, 1931, and they were to be completed towards June 15th. The purchase of the necessary sites was made during the month of May.

Under the contracts the installation and complete equipment of the station should be finished by December 1st, 1931. The station will be worked by the Société Radio-Suisse for itself and on behalf of the League of Nations according to the principles laid down in the agreement concluded between the Secretary-General of the League and the Société Radio-Suisse on June 9th, 1930.

M. ADOPTION OF A STANDARD HORSE-POWER MEASUREMENT FOR AEROPLANE AND DIRIGIBLE ENGINES.

In accordance with a resolution of the Council on January 24th, 1931, a Committee of Experts met in Geneva from April 20th to 24th, 1931, to study the fixing of rules relative to the adoption of a standard horse-power measurement for aeroplane and dirigible engines in preparation for the Disarmament Conference to be called in 1932. The Committee sought a simple formula which would not result in an appreciable distortion of engine design. The Committee, after a full discussion of possible horse-power rating rules, decided to combine the formulae suggested on the weight of the power unit and the "volume swept".

III. HEALTH ORGANISATION.

1. PROGRAMME AND METHOD OF WORK OF THE HEALTH COMMITTEE.

The report on the work of the Health Organisation, adopted by the Assembly in 1930, reviewed the progress made during the previous nine years in the health work undertaken by the League of Nations. It was noted that the questions taken up by the Health Organisation passed through three stages. First, the question was studied and information in regard to it collected; secondly, on the basis of this material a general judgment was formed; thirdly, the stage was reached in which action became possible and when it fell to the individual Governments to take the necessary measures.

Attention was drawn to the importance of the relations existing between health work and economic conditions. Health measures necessarily reacted upon communications and transit and upon the agricultural, industrial and financial economy of States; they were one among many factors which determined, in the various countries, a certain standard of living and the general progress of nations. Full approval was expressed concerning the development of the work of the Health Organisation considered under this aspect, and more particularly the work done in the field of social hygiene.

The delegates of Japan, India, Persia, Australia, the Netherlands and Venezuela submitted definite suggestions.

The delegate of Japan laid emphasis on the special interest taken by his Government in the medical and health problems of China, and in the working of the Eastern Bureau at Singapore as a centre of information and enquiry. He hoped there would be a close collaboration between Japan and the Health Organisation in the campaign against leprosy.

The delegate of India referred to important problems in the study of which his country desired the assistance of the Health Organisation: universal problems, such as the protection of maternity and child welfare, and problems of special importance to India, such as the campaign against malaria and measures taken to prevent the spread of cholera, plague and kala-azar; problems even more specific in character, such as the use of rice as a foodstuff and the endeavour to standardise a single serum against snake-bite.

The delegate of Persia associated himself with the observations of the delegate of India upon cholera and plague.

The delegate of Australia said that his country was particularly interested in the studies which were being made of cancer, infant mortality and the health situation in New Guinea and the Pacific Islands.

The delegate of the Netherlands, expressing his appreciation of the work of the Bureau at Singapore, emphasised that it formed an important link between the League of Nations and the Eastern countries.

The delegate of Venezuela suggested that the Health Organisation should secure the cooperation of Governments in a systematic enquiry into the cultivation, use and distribution of medicinal plants, of which cinchona was one of the most important.

It was observed in this connection that the delegations to the Assembly, in approving the work of the Health Organisation, far from fearing that it might be extending its field of action too far, invariably suggested new subjects for study and research.
The Assembly on September 29th, 1930, finally adopted the following resolution:

"The Assembly;

"Recognising the importance of the work of the Health Organisation to the League as a whole, and the value of that work in connection with problems of development in all countries:

"Expresses the hope that the experience gained by this Organisation may be made available in increasing measure to Member States of the League;

"Notes with satisfaction that the activities of the Health Organisation continue to extend to countries in all parts of the world, and that during the past year they have been specially exercised in certain countries which have invited the technical advice of the League in the development of their public health services;

"Approves the work carried on by the Organisation since the last session of the Assembly; and

"Expresses its appreciation to the members of the Health Committee, as well as to the different health administrations and individual experts who have contributed in so large a measure to the success of their activities."

The development of the activities of the Health Organisation, noted by the Assembly, extends also to its methods of work.

There are certain permanent duties of the Health Organisation which, now that the Organisation has been definitely constituted, will be subject to relatively slight modification beyond such technical improvements as may be introduced. The work of the Epidemiological and Statistical Services belong to this class. Another permanent duty of the Organisation is to keep continuously in touch with the health administrations of the various countries. This work involves collective study tours and individual missions. The organisation of these activities will shortly be completed by the establishment of an International School of Health Studies in Paris, which the French Government has generously promised to support. There will be a further reference to this matter in the present chapter. Several Commissions of the Health Committee, moreover, such as those dealing with opium questions, malaria, cancer, leprosy, diphtheria, whooping-cough, scarlet fever and the standardisation of sera have, by the nature of their work, more or less permanent duties to perform which may require some considerable time for their completion.

There is another class of questions for which a new method of work has been organised. Governments are asking the Health Committee to formulate advisory opinions on methods to be employed and technical schemes to be adopted in dealing with their manifold administrative and medical problems in the field of public health. The Health Committee, in dealing with these matters, cannot refer solely to the individual experiences of its members. The Governments concerned hope to obtain a technical opinion based on the experience of many countries, which may constitute, as it were, a declaration of the present state of practice and knowledge in the domain of public health and provide them with an executive programme. Such advice is especially valuable in regard to problems of social hygiene, the aim being to decide how the economic, financial and technical resources of a particular country may be used for the development of its public health services.

The Health Committee, responding to this necessity, has established for each question a lighter and more adaptable machinery than the old system of commissions. The new method is to appoint small drafting committees, each consisting of a chairman and three or four experts, which may consult such other technical officers or competent authorities as they may consider desirable in the course of their enquiries. The drafting committees will report to the Health Committee, which will alone be competent to adopt, after debate, conclusions endorsed by the technical authority of the Organisation.

Drafting committees have been established for each of the following questions: maternal and infant welfare, the health of the child of school age and of the adolescent, the campaign against tuberculosis, questions relating to venereal diseases, smallpox, cancer, rheumatism, diseases of the heart, health centres, the part played by public authorities in the administration of medical assistance, public health and sickness insurance, the teaching of medicine, human sleeping-sickness, the problem of nutrition and physical education.

2. COLLABORATION OF THE HEALTH ORGANISATION WITH THE GOVERNMENTS OF VARIOUS COUNTRIES IN PUBLIC HEALTH MATTERS.

(a) COLLABORATION WITH THE GOVERNMENT OF CHINA.

The proposals of the National Government of the Republic of China for collaboration with the League in public health matters were approved by the Council of the League in May 1930.1 The first proposal was for a re-organisation of the quarantine services of the Chinese ports, to be carried out on the basis of an enquiry made by the experts of the Health Organisation.

1 These proposals and the various missions and enquiries undertaken by the Health Organisation in connection with them were summarised in the General and Supplementary Reports on the work of the League presented to the Assembly in 1930 (Official Journal, 1930, Special Supplement No. 84).
and the Organisation for Communications and Transit in collaboration with Chinese officials. The Health Committee in October 1930 approved a scheme of re-organisation, subject to any modifications which it might be necessary to make after conferring with the experts delegated by the Organisation for Communications and Transit. A consultation with the transit experts was held in Paris on October 30th, 1930, and, on November 3rd, the final plans were forwarded to the Chinese Minister of Health. The National Quarantine Service of China has now been working for some ten months in Shanghai and four months in Amoy. A definite sum, sufficient to meet all expenditure, has been set aside by the Minister of Finance from the Customs revenue of the port of Shanghai, and the necessary services are already to a large extent organised and working satisfactorily.

The second proposal of the Government of China was for the establishment of a central field health station at Nanking, to become the nucleus of a national field health service. The fundamental factor in dealing with the problems of medical assistance and social hygiene in China is the training in modern methods of doctors and health experts. The central field health station will in effect be the headquarters of a technical body of officials, who will in due course be competent to direct the health services of the country. The station is being actively organised and will shortly begin its work. It is divided into nine sections: (1) Bacteriology and epidemiology; (2) Chemistry; (3) Sanitary engineering; (4) Parasitology and malariology; (5) Maternity and child welfare services; (6) Vital statistics; (7) School health and physical education; (8) Medical relief and industrial hygiene; and (9) Public health propaganda and education. The nine services will come into action one by one in response to the immediate demands of the situation. Four foreign experts are being invited to strengthen the staff, and the Chinese authorities hope to secure the services of further experts from abroad. The School Health and Physical Education Section will organise a health department in each of the sixteen more important colleges in the country; the requisite staff for this purpose being trained at the central station. One of the first efforts of the station will be to establish an efficient medical service for schools, and particular attention will also be paid to maternity and child welfare.

The services of Dr. B. Borčić, Director of the Institute of Hygiene at Zagreb, have been placed at the disposal of the Chinese Government for the equipment and organisation of the station for a period of two years.

A first national hospital has been established at Nanking which is already rendering excellent services to the local population and forms a nucleus of what will ultimately develop into a large medical and health unit in full activity. Another central hospital will shortly be opened in the province of Chekiang.

The Chinese Administration defines the national activities to be undertaken in the field of health during the next three years as follows:

(a) The establishment of the Central Field Health Station and the development of the Central Hospital as a nucleus of the national medical and health services, this station to operate within selected regions as regards all major problems of sanitation, preventive medicine and medical relief.

(b) The creation of an Experimental Medical School, and the reinforcement of the few existing national medical colleges of the higher type, for the training of suitable officers for the later work.

(c) The gradual extension of the National Quarantine Service.

(d) The co-ordination of the various modern centres of public health activity in the country.

The Chinese Minister of Finance has allocated the sum of $1,000,000 for the development of the health services of the Administration. Of this sum $400,000 has already been placed at the disposal of the Chinese Minister of Health.

The Minister of Education of the Government of the Republic of China, in December 1929, requested the Health Organisation to nominate an expert to co-operate with a National Commission on medical education established by the Chinese Ministries of Education and Health. Dr. Knud Faber, professor of medicine at Copenhagen University, visited the medical schools in China in response to this invitation and assisted the National Commission to draft a model programme. The Health Committee, in May 1931, examining the conclusions embodied in Dr. Faber’s report, emphasised three essential points:

1. A central authority should be set up to centralise, co-ordinate, supervise and direct the work of medical education and practice;

2. The medical education given should be essentially practical, and clinical training, both therapeutic and preventive, should predominate;

3. Experiments should be made to ascertain what kind of model school is best suited to provide China with physicians qualified to carry out its health policy.

The Health Committee expressed its preference for a single type of model school at which a minimum standard of training would be given to a single type of physician, emphasising, however, that the studies should not be simplified to the detriment of the scientific character.
of the training. The Committee realised, moreover, the necessity for creating a body of specialist physicians and medical assistants, and it recognised the need of a thorough secondary education before admission to the medical school.

One striking feature of the Chinese development scheme is its insistence upon the value of instruction and propaganda among the younger generation. New China is being built up by its elementary and secondary teachers and its agricultural instructors, and an endeavour will be made to train these people to become active agents in the initiation and promotion of sound health measures regarded as a social activity intended to raise the general standard of life. The Chinese Government has decided to organise within a single framework health measures, measures of public relief, the development of the army medical service and public education. Full use will be made of the educational movement, which presents one of the most helpful signs of constructive work in the country.

A certain number of candidates for the Quarantine Service, members of the staff of the Central Field Station and its educational departments, directors of health departments in the colleges and professors will receive fellowships which will enable them to pursue their special studies abroad under arrangements approved by the Council in May 1930 and by the Assembly in 1930.

The co-operation of the Health Organisation of the League was requested under the original proposals of the Chinese Government in the organisation of a campaign against cholera and smallpox in the Shanghai area. Three successive conferences have been held in Shanghai, presided over by the Chinese Minister of Health, in January 1930, December 1930, and March 1931. As a result of these conferences an experiment of mass inoculation against cholera has been organised in Greater Shanghai, the International Settlement and the French Concession. Experts of the Health Organisation participated in these conferences and were consulted on various aspects of the campaign. 200,000 persons were vaccinated against smallpox and about 500,000 persons against cholera in 1930. These experiments are being continued.

(b) Collaboration with the Greek Government.

The steps taken by the Health Organisation in response to the request of the Greek Government for assistance in the re-organisation of its public health services and the measures adopted to carry into effect the plan of re-organisation of the Greek Government have been summarised in previous reports to the Assembly. An Under-Secretary of State for Health, attached to the Prime Minister's office, is also Director-General of the Health Centre at Athens. Permanent contact is thus secured between the Greek health administration and the technical services created under the plan of the Greek Government, including the new school of hygiene.

The Health Centre at Athens is composed of the following six divisions: (1) Division of Hygiene and Preventive Medicine, including the School of Hygiene; (2) Division of Malariology; (3) Division of Sanitary Engineering; (4) Division of Pharmacology and Biochemistry; (5) Division of Research; and (6) Division of School Hygiene.

The School of Hygiene under the direction of Dr. Norman White, seconded for three years from the Health Section of the League, was opened on March 16th, 1931.

A special Council has been established to direct the campaign against malaria, and certain districts have been chosen in which anti-malarial measures will be applied and practically demonstrated. Three health centres are in process of establishment, at Corfu, Arta and Canea (Crete).

Special attention is being paid to the organisation of the health services in the Athens-Piraeus metropolitan area. Professor Julius Tandler of Vienna has been sent by the Health Organisation, by arrangement with the Greek Government, to advise and report on the services in this district.

(c) Collaboration with the Governments of Latin America.

1. Bolivia. — At the request of the President of the Republic of Bolivia, two experts of the Health Organisation were sent to Bolivia in April 1930 to undertake preliminary studies for a re-organisation of the health services of the country according to a programme prepared by the Bolivian authorities. A survey was made of the following specific subjects: vaccination against smallpox, malaria, ankylostomiasis, child welfare and the organisation of departmental health services.

The Health Committee decided as a result of these studies to place at the disposal of the Bolivian authorities the facilities available under its system of liaison with health administrations and made arrangements for the programme of collaboration to be further considered in consultation with the Bolivian Director-General of Health.

The Bolivian Director-General of Health, accompanied by his assistant, came to Europe in October 1930 and made a study of public health work in several European countries, including those where conditions were analogous to those prevailing in Bolivia. He communicated to the Health Committee the programme which he proposed to put into execution, and requested the further help of the Health Organisation.
The Health Committee, during its session in May 1931, considered the programme of re-organisation and decided to assist the Government of Bolivia:

1. In training abroad a certain number of public health officers to constitute a nucleus of the new public health service of Bolivia;
2. In studying the distribution of diseases in tropical and sub-tropical regions of Bolivia;
3. By advising as to the development of the proposed plan of re-organisation;
4. By studying through its Malaria Commission should the Bolivian Government so desire, the resources of the country in respect of cinchona bark.

2. Enquiry into Infant Mortality. — The Health Organisation of the League, on the invitation of the Government of Peru, convened a Conference of health experts on child welfare in connection with the Sixth Pan-American Congress on Child Welfare in July 1930. The object of the Conference was to discuss the results of the enquiries into infant mortality previously carried out under the auspices of the Health Organisation in the Argentine, Brazil, Chile and Uruguay and to compare these results with those of the investigations which had been made in Europe. The Conference was invited to consider the organisation of similar enquiries in other South American countries and was attended by representatives of the Argentine, Brazil, Chile, Colombia, Ecuador, Peru, Uruguay and Venezuela.

A comparison of the studies made in Europe and South America showed that in both cases, the two main factors in infant mortality were: (1) still-births and infant mortality during the first days of life and (2) deaths occurring later due to diseases of the digestive system, acute infectious diseases and diseases of the respiratory system. Moreover, in South America as in Europe, a variation in the number of deaths was noted according to whether the districts studied were urban or rural. As a result of the studies made it was possible to indicate with precision the economic, legislative, sanitary and psychological measures to be adopted with a view to reducing infant mortality and the steps which might usefully be taken by the central authorities.

The report on the enquiries into infant mortality in South America was approved by the Health Committee in October 1930 and copies have been communicated to the health administrations of the Latin-American countries.

3. Serological Conference at Montevideo. — A delegate of the Health Committee was, at the request of the Government of Uruguay, appointed to preside over the South American Serological Congress held at Montevideo in September 1930 by the Institute for the Prevention of Syphilis in that city. The Conference was attended by experts from the Argentine, Brazil, Chile, Paraguay, Uruguay, and by the authors of the methods which had yielded the best results at the Laboratory Conferences convened by the Health Organisation of the League. A comparative study was made of the value of the different methods of serological diagnosis. The principles adopted for this comparison were those approved by the two previous Laboratory Conferences convened at Copenhagen by the Health Organisation and the results of the comparative studies were concordant.

The Conference adopted a resolution noting the value of the results obtained and recommending that the Health Organisation should invite the Montevideo Institute for the Prevention of Syphilis to continue the work of the Conference on the Sero-Diagnosis of Syphilis and to co-ordinate, with the help of the Danish State Serum Institute and of the League of Nations Secretariat, comparative studies on this subject by the various South American serological laboratories.

3. SERVICE OF EPIDEMIOLOGICAL INFORMATION.

(a) GENEVA.

The Health Section continues to publish its daily, weekly, monthly and annual epidemiological reports. The practical utility of the service was again shown during the recent epidemic of influenza, the health experts in all countries being kept informed as to the movement of the epidemic.

(b) THE EASTERN BUREAU AT SINGAPORE.

During the year 1930 the wireless transmission of epidemiological information received from 150 ports of the East and the Far East by the Bureau at Singapore was further developed. The complete epidemiological bulletin of the Bureau, intended for health administrations, is now issued in a special code adopted for the purpose by four stations, while a summary en clair adequate to the needs of shipping, is transmitted by seven stations. Since April 15th the station at Malabar transmits the bulletin, completed if necessary by the latest information received, in long and short wave-lengths, which enable ships, whether near or far from the
It is satisfactory to know that the frequency of cases of the more serious epidemic diseases, plague, cholera and smallpox, in Eastern ports was in 1930 clearly inferior to that of previous years.

The Director of the Bureau has personally assisted in the work undertaken for the prevention of cholera in Shanghai. The various health administrations of that city have undertaken a serious campaign against that disease and more than 500,000 of its inhabitants have been vaccinated. The development of the new National Chinese Quarantine Service, at Shanghai and at Amoy in particular, has contributed to strengthening the connection between the Eastern Bureau and China.

The Eastern Bureau continues to serve as an intermediary for various Eastern laboratories, helping them to co-ordinate their researches upon definite questions, such as the efficacy of anti-cholera bacteriophage, the epidemiology and prevention of pneumonia in tropical countries, the epidemiology of plague, vaccine by the mouth against intestinal infections and particularly against dysentery, the efficacy of dry vaccine against smallpox, particularly useful in tropical countries, since heat does not affect its properties.

The Eastern Bureau has completed its health information work relating to Eastern ports by organising for port health officers a study tour in the more important of them.

The Advisory Committee of the Bureau, during its session in December 1930, approved the work completed or undertaken by the Bureau. It again drew the attention of experts and health administrations to the dangers which might arise for Eastern countries from the introduction of the virus of yellow fever. The Advisory Committee was glad to note that three Eastern countries had, by legislative measures, prohibited the import of the virus even for experimental purposes.

4. WORK OF THE COMMISSIONS.

(a) LEPROSY.

The Leprosy Commission met at Bangkok during the Eighth Congress of the Far-Eastern Association of Tropical Medicine in December 1930, thus taking advantage of the presence of a considerable number of doctors and experts of the Far East.

The Commission adopted a preliminary report which, for the first time apparently, sets out a system of leprosy prophylaxis in keeping with scientific developments and the practical experience acquired during the last thirty years. A group of experts representing various opinions and schools have agreed upon a body of principles universally recognised as valid, although they in no way ignore the special measures necessary in various countries owing to special conditions (documents C.H.887 and 970).

The members of the Leprosy Commission, upon the invitation of the Leonard Wood Memorial for the Eradication of Leprosy, took part in a personal capacity in a Conference on Leprosy convened at Manila in January 1931 and were at that Conference able to continue, in collaboration with a group of leprosy experts, the work of the Conference at Bangkok, paying special attention to the technical aspects of the problem. They participated in the foundation of an International Leprosy Association and an International Leprosy Review.

The Conferences at Bangkok and Manila have provided the Leprosy Commission with a solid foundation for its future work, particularly in the direction of introducing uniformity and standardisation of treatment and remedies and of facilitating the compilation of the epidemiological and statistical data needed in the campaign against leprosy.

The Commission will henceforth have at its disposal new and effective instruments of research in the international centres for the study of leprosy. The Government of Brazil has offered to organise a centre at Rio under the auspices of the League, and the Government of Japan is considering the possibility of establishing a similar institution at Tokio.

The Health Committee in May 1931 approved the programme of work of the Leprosy Commission, emphasising the special interest of researches into the chemotherapy, early diagnosis and decrease of leprosy in certain countries, including existing foci in Europe.

(b) MALARIA.

The studies made in India by five members of the Malaria Commission on the invitation of the Government of India in 1929 were summarised in the general report on the work of the League submitted to the Assembly in 1930. The results of these studies were discussed at a full meeting of the Malaria Commission at Algiers in May 1930. The Commission expresses the view that rural medical assistance and persistent propaganda demonstrating the efficacy of quinine would be useful in supplementing the anti-malarial measures of the authorities. It recommends that in India the rural public health service should undertake treatment and thus constitute at the same time a medical service.
The Secretary of the Malaria Commission, upon the invitation of the Under-Secretary of State for Health, visited Greece from October 28th to November 12th, 1930, and with the assistance of the authorities studied the problem of malaria in various malarial regions of the country.

The studies of malaria in the deltas of the Ebro, Danube, Po and Ganges are being continued and it will shortly be possible to compare the results obtained.

The Commission has decided to participate in the entomological enquiries now proceeding in the Pacific Islands (see below).

The Commission has taken up the problem of the preparation and standardisation of quinetums derived from cinchona bark. It is also studying the question of quinine in relation to the prevalence of malaria, the quantities actually consumed and the amounts needed, the extraction of secondary alkaloids and the import of quinine.

The Health Committee, in May 1931, reviewed the work of the Malaria Commission and approved the report of its Chairman. It expressed the hope that the technical assistance of the Malaria Commission would be afforded the Government of Bolivia in the organisation of the campaign against malaria in that country.

The Committee was gratified to learn that a first malaria course had been organised at the new School of Hygiene in Athens, and, noting that the malaria division of the Athens centre had adopted a programme of work and practical research similar to that elaborated by the Malaria Commission, intimated that it would welcome the help of the Athens division in the solution of problems relating to local epidemiological conditions.

(c) Opium.

Article 8 of the International Opium Convention, Geneva 1925.

The Health Committee in October 1930, adopted the conclusions of a report of the Office international d’Hygiène publique on the application of Article 8 of the Geneva Opium Convention to the preparations which the Governments of Germany, Great Britain and Siam proposed for exemption.

The British Government raised certain legal objections to the conditional exemption of certain preparations proposed by Germany and Siam respectively. The Health Committee accordingly, during its session held in May 1931, referred the question for further advice and report to the Permanent Committee of the Office international d’Hygiène publique.

Article 10 of the International Opium Convention, Geneva 1925.

The Health Committee, during its two sessions held in October 1930 and May 1931, on the advice of the Office international d’Hygiène publique, decided to inform the Council that acedicone (acetylo-demethylo-dihydrothebaine), together with its salts and preparations containing it, was a substance which might lead to addiction and to recommend that the provisions of the Geneva Opium Convention should be applied to it.

Standardisation of the Methods of Dosage of Morphine contained in Various Kinds of Opium.

The Health Committee, in view of the importance of being able to determine precisely the morphine content of the various kinds of raw opium, has appointed a Committee of Experts to establish a method of standardising the dosage of morphine. The programme of research proposed by the Committee of Experts was approved by the Health Committee during its session held in May 1931, and the experts hope to be able to present a final report on the subject to the Health Committee at its next session.

Committee for the Study of the Treatment of Addicts.

The Health Committee decided, during its session held in May 1931, to appoint a Committee to study the results of modern methods used in the treatment of addicts, with a view to popularising these methods in all countries where it may be necessary.

The programme of this Committee will be submitted to the Health Committee at its next session.

Questions arising out of the Draft Convention for the Limitation of the Manufacture of Narcotics.

(a) Representation of the Health Committee on the body which will examine the estimates furnished by the various Governments of their requirements in narcotics. — The Health Committee has examined a proposal to the effect that it should be represented on the competent body which, under the Draft Convention for the Limitation of the Manufacture of Narcotics, would examine the estimates of their requirements in narcotics furnished by the various Governments or establish estimates for countries not supplying them. The Committee expressed the view that it should be represented on this body and that its representation should be such as to enable it to exercise a real influence upon the discussions.
Substances to be covered by the limitation scheme. — In regard to the products whose manufacture should be limited, the Committee expressed the view that the Convention should include a provision whereby any substance might be subjected to limitation which, by application of Article 10 of the Geneva Convention, might subsequently be recognised as likely to result in addiction.

Substances to be subject to control. — The Health Committee was of opinion that all derivatives of morphine not coming under the Geneva Convention should be subject to the measures of control provided in Article 6 of the Convention in respect of their manufacture, import, export and wholesale distribution and in Articles 12, 13 and 18 regulating the application of the system of certificates.

(d) Standardisation.

The Permanent Commission for the Standardisation of Serological, Bacteriological and Biological Products established its programme of work for 1931 at a meeting held at Geneva on October 8th, 1930.

The programme includes a study of the standardisation of vitamins — a very important question from the point of view of the control of certain preparations used in commerce and from the point of view of diet and food supply. It further includes a study of the standardisation of anti-gangrene serum, anti-anthrax serum, tuberculin, formalised toxins (anatoxins) and toxins used for the Schick reactions.

During the month of June there will be meetings in London of various groups of experts entrusted with these studies, assisted by members of the Permanent Standardisation Commission.

A meeting of experts to enquire into the various methods used for immunisation against scarlet fever and diphtheria will be convened at the same time.

5. COLLABORATION OF EXPERTS IN THE WORK OF THE HEALTH ORGANISATION.

(a) Rural Hygiene.

The Council in September 1930, on the proposal of the Spanish Government, decided that a conference of European States should be convened at Geneva for a general technical study of the problem of rural hygiene. The Health Committee considered this suggestion in October 1930. It suggested that a Preparatory Committee should be appointed to undertake the preliminary enquiries.

The Preparatory Committee, after holding two sessions, recommended to the Council that the Conference should begin on June 29th, 1931, and that the provisional agenda should be: (a) Guiding principles and appropriate methods for ensuring effective medical assistance in rural districts; (b) The most effective and economical methods of organising the health services in rural districts; (c) The sanitation of rural districts; the most effective and economical methods. The Preparatory Committee entrusted the study of these subjects to three separate groups of experts.

It recommended that the members of the various delegations to the Conference should be persons experienced in social questions and should be representative of all the interests involved in rural hygiene (hygienic, agricultural, economic and social) including persons who would be able to speak for the agricultural employer and the labourer.

The group of experts dealing with medical assistance met at Geneva from March 9th to 12th, 1931, and the group of experts dealing with the questions of rural sanitation and the organisation of rural health services met on April 28th to 30th and May 12th to 15th, 1931, respectively. The Preparatory Committee, in May 1931, discussed the procedure to be adopted for the Conference and proposed that its members should be at the disposal of the delegates. The Health Committee reviewed the work of the Preparatory Committee in May 1931 and approved its suggestions.

(b) Retrospective Enquiry into the Treatment of Syphilis.

Examination of data furnished on a uniform basis by the most important clinics of Germany, France, Great Britain, Denmark and the United States of America is being actively pursued. These data relate to some 25,000 cases belonging to the different stages of syphilis treated according to the methods used in the different clinics and countries.

To judge from the first results, communicated to the Health Committee in May 1931 by the President of the group of experts conducting the enquiry, it should be possible to draw important conclusions when the examination of the data is completed, particularly in regard to the minimum treatment to be applied.
6. STUDIES AND ENQUIRIES.

(a) MEETING OF DIRECTORS OF PUBLIC HEALTH SERVICES OF THE COLONIAL MINISTRIES.

The Health Committee in October 1930, in view of the excellent results achieved by co-operation between the health services of the different colonies and territories in the study of problems connected with tuberculosis and sleeping-sickness in Equatorial Africa, suggested that a conference of the directors of the health and medical services of the Colonial Ministries of the various countries should be convened, with the object of strengthening the existing collaboration and possibly extending it to other fields. This suggestion has been favourably received by the colonial countries concerned.

(b) ENTOMOLOGICAL STUDIES IN MELANESIA.

The Mission which in 1929, under instructions from the Health Committee, undertook an enquiry into the health situation of the Pacific Islands included among its proposals a suggestion that certain experts should be asked to undertake an enquiry into the mosquitoes prevalent in Melanesia. The purpose of the enquiry would be to ascertain why the population of certain islands are severely subject to malaria, whereas the inhabitants of other islands remain immune. The enquiry would also aim at discovering the insects which are the vectors of filariasis.

The Health Committee has agreed to the enquiry in principle, and the Health Administration of Australia has intimated that it is disposed to associate with the enquiry qualified experts of the School of Public Health and Tropical Medicine in Sydney.

(c) INSTRUCTION IN PUBLIC HEALTH AND SOCIAL MEDICINE.

The Health Organisation has in recent years convened a series of meetings of directors of the various public health schools.

As a result of this work general principles covering the activities of health schools have been established. These principles are embodied in the report of the recent Conferences of Directors of Health Schools held in Paris and Dresden in 1930 (document C.H.888), which has been communicated to the authorities interested in the subject.

The success obtained by the Health Organisation from its organisation of missions, study tours and international courses points to the desirability of developing the system methodically with a view to converting occasional meetings into permanent connections and establishing an organised programme of instruction adapted to the needs of health administrations, which are called upon to grapple with the complicated problems of modern life.

The establishment at Paris, owing to the initiative of the French Government, of an International School of Advanced Health Studies, placed under the auspices of the League of Nations, will enable such permanent connections to be established and an organised programme to be carried into effect.

The School will be in a position to place at the disposal of the national health administrations, in a new form, valuable technical assistance by comparing the ideas, institutions, methods and experiences of the different countries and organising their application to regions appropriately selected.

(d) CANCER.

The Health Committee in October 1930 invited the assistance of experts, in an enquiry into cases of cancer of the uterus treated by radiological methods. The enquiry is now proceeding in the special clinics and laboratories of the following countries: Australia, Belgium, Canada, Czechoslovakia, Denmark, France, Great Britain, Irish Free State, Italy, Japan, Norway, Spain, United States of America, Uruguay. The records of cases treated by radiological methods are being recorded on forms prepared by the radiological experts of the Cancer Commission.

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AGENDA OF THE TWELFTH SESSION OF THE ASSEMBLY:

HEALTH QUESTIONS.

2. Studies and technical work in the countries of Latin America.
3. European Conference on Rural Hygiene.
4. Current work of the Health Organisation on the international prophylaxis against epidemics and the system of liaison with the national health administrations.