13.

THE LEAGUE OF NATIONS AND CHINA.

The National Government of China in January 1931 sent to the Council a request that the Directors of the Economic and Financial Section and of the Transit and Communications Section of the Secretariat should visit China in order to discuss the effect of the present world depression on the economic activities of China and the more specific problems of her inland waterways and the reclamation of land. The Chinese Government expressed the hope that, as a result of this preliminary consultation, practical co-operation with the several technical organs and experts of the League might be found to be feasible.

The Council approved the acceptance of this invitation and unanimously decided to render all possible assistance to the Chinese Government. The two Directors accordingly proceeded to China, where the Director of the Health Section was already in conference with the Chinese Government and assisting it in the reorganisation of the health services of China, as described in the chapter of the present report dealing with health questions.

The Chinese Government on April 25th notified the Council that a National Economic Council had been set up in China and requested that the technical organisations of the League might be continuously available for advice to the Government and to the Economic Council in connection with its plan of reconstruction. The Chinese Government submitted a draft scheme of co-operation which was considered by the Council on May 19th, 1931.

The Council decided to place at the disposal of the Chinese Government for a limited period an officer competent to give information on the working of the technical organisations of the League and the manner in which they might be used by the Chinese Government. It authorised the Secretary-General to send one of the Directors of the technical organisations to pay a further visit to China for this purpose. It was further decided that, should the Chinese Government desire the assistance of League experts or Committees in carrying out particular schemes, or request assistance in the training of its officials, the Secretary-General would forward its proposals to the competent technical organisations for action, subject to the approval of the Council and in accordance with the ordinary procedure.

The Chinese Government has further suggested that the League might assist it to find advisers with a view to developing the Chinese educational system and facilitating interchanges between centres of intellectual activity in China and elsewhere. The Secretary-General was authorised to refer this question to the International Committee on Intellectual Co-operation for the necessary action to be taken by its executive organisations.

The members of the Council in approving this scheme of co-operation expressed their satisfaction that the assistance rendered to China in the reorganisation of her health services was now to be extended to other fields.

14.

REQUEST FOR ASSISTANCE FROM THE GOVERNMENT OF LIBERIA.

The Council of the League, on January 22nd, 1931, considered the report of the International Commission of Enquiry appointed to ascertain whether slavery or forced labour exist in Liberia as a social system. The conclusions of the Commission of Enquiry and the action taken by the Council are summarised in a special chapter of the present report.

The representative of Liberia, upon the discussion of the report of the Commission of Enquiry, informed the Council that his Government was prepared to accept and to adopt the recommendations and suggestions of the Commission of Enquiry to the full extent of its resources, and that it intended to take further steps as soon as the state of its finances might permit. He asked the Council to assist the Government of Liberia in carrying out these recommendations and suggestions.

The Council, on January 24th, adopted a report affirming its desire not to leave unanswered the appeal of the Liberian Government to its sense of international solidarity and to do its utmost to assist that Government to carry out the recommendations and suggestions of the Commission of Enquiry. It expressed the view, however, that the execution of the recommendations of the Commission must not be subordinated to the granting of material assistance, and that the Liberian Government should not await the result of the investigations to which its request for assistance might give rise before undertaking the reforms which had been indicated.
The Council approved a suggestion that a small Committee should be appointed, selected from among its own members, to examine the problems raised by the request of the Liberian Government, and appointed to sit on this Committee the representatives of Germany, the British Empire, Spain, France, Italy, Poland and Venezuela, and of Liberia. The task of the Committee was to consider in what manner it might be possible to assist the Liberian Government to carry out its decision to give effect to the recommendations and suggestions of the Commission of Enquiry. The Committee should, among other matters, examine the question of the administrative assistance necessary to give effect to the social reforms suggested by the Commission of Enquiry and of the financial and public health assistance required to carry out these reforms. It was understood that the Committee would seek the assistance of the technical organs of the League, of the Secretariat, and, if necessary, of the Chairman of the Commission of Enquiry, and would secure, in agreement with the Liberian Government, any expert opinion which might be needed. Owing to the special interest shown by the United States of America in the execution by Liberia of the proposed reforms, the Committee was authorised to invite the United States Government to take such part in its meetings as that Government might deem appropriate.

The Committee met for the first time on January 24th, 1931, at Geneva. The meeting was devoted to a general exchange of views on the question of the assistance which might be given to Liberia and on the procedure to be followed.

The Committee decided to invite the Government of the United States of America to take part in its work and the Government of the United States accepted the invitation.

The Committee held a second session in London from February 17th to March 3rd, at which the Government of the United States of America was represented. It examined in detail the documents placed at its disposal and the information given to it in the course of its proceedings, particularly by Dr. Grimes, Attorney-General of the Republic of Liberia, who assisted Dr. Sottile, the Liberian delegate.

The Committee considered that further information would be necessary before a scheme under which Liberia would receive the proposed assistance could be framed, and that only experts conducting an enquiry on the spot could furnish that information. It accordingly decided to send to Liberia a mission composed of three competent experts in general administration, finance and public health. M. Brunot, Colonial Governor in the French Administration, was chosen as expert in general administration, M. Ligthart, formerly a Director of the Java Bank, as expert in financial questions, and Dr. Mackenzie, a member of the Health Section of the Secretariat of the League, as health expert.

The representative of Liberia, during the discussion on the instructions to be given to the experts, emphasised that the assistance to be accorded to Liberia would be exercised within the framework of the Covenant of the League of Nations and would be of a technical and not of a political character. He added that the experts would work in collaboration with the Government of Liberia and that there was no suggestion of infringing the sovereign rights of Liberia or the exercise of those rights.

The Chairman of the Committee observed that the question had been raised in its entirety by the Government of Liberia itself. Everyone agreed in recognising that there would be no infringement in any way of the sovereign rights of the Liberian Government.

The representative of Venezuela made certain reservations in regard to the resolution adopted by the Committee. He emphasised among other things that the task of the experts should be purely technical and made a special reservation in regard to the paragraphs defining their instructions.

The Committee, according to the information which it had received, concluded that immediate measures of local sanitation should be undertaken in the capital of Liberia, and decided as an urgent measure to dispatch immediately to Monrovia an officer competent in matters of public health. The British Government offered the services of a medical officer belonging to the administration of its West African colonies and, as a result of this offer, Dr. Howells, from the Gold Coast, was sent to Monrovia and began the work entrusted to him towards the end of March.

The Council noted during its session in May 1931 a preliminary report indicating the position reached in dealing with the question. The representative of Venezuela, on that occasion, renewed his reservations and made a statement on the general question of the constitutional limits which should in his view, be observed in cases of intervention by organisations of the League in the administration of a State Member.

He emphasised that, under the terms of the Covenant, the League could in no case, unless for the preservation of the peace, exercise the right of political intervention in the territory of the State Member. Nor could it in any measure supersede the sovereignty of such a State or become a party to any agreement limiting that sovereignty. It could not intervene in the application of constitutional reforms which a State Member might wish to introduce, or in the determination of the ways and means by which those reforms were carried out, or in any enquiry regarding a question of internal government, or in the appointment of foreign national officials to carry out such reforms, without accepting a mandate which was incompatible with the status of a fully self-governing country and consequently incompatible with the conditions to be fulfilled by a State Member of the League. The consent of the State delegating such powers did not suffice to enable the League to usurp the functions of empire or of a super-State.

The representative of Liberia expressed his appreciation of the kindly intention of the representative of Venezuela. He emphasised that the Liberian Government had only accepted
the assistance of the League of Nations subject to the formal assurance that its sovereignty would be fully respected. He declared that there could be no question of intervention and that the assistance of the League had been freely and spontaneously requested by the Liberian Government.

The Polish representative, acting as Rapporteur to the Council on the subject, stated that there had never been any intention of infringing the independence of a State Member of the League and that the technical aid which would be furnished to Liberia at the request of the Liberian Government would be maintained strictly within the limits of the Covenant. M. Brunot, M. Ligthart and Dr. Mackenzie left for Liberia at the end of May and arrived at Monrovia towards the middle of June.

15.

HUMANITARIAN QUESTIONS.

I. PROTECTION AND WELFARE OF WOMEN AND YOUNG PEOPLE.

A. TRAFFIC IN WOMEN AND CHILDREN.

The Advisory Committee on the Traffic in Women and Children held its tenth session at Geneva from April 21st to April 27th, 1931.

1. RATIFICATIONS AND ACCESSIONS TO THE CONVENTION OF 1921.

During 1930, the French mandated territory of Syria and the Lebanon has acceded to the Convention, and Denmark has effected its ratification. The Persian Government has intimated that it proposes to submit the Convention shortly to Parliament for approval. The Advisory Committee in 1930 asked that the Egyptian Government should be informed that its accession to the Convention would materially contribute towards the success of the campaign against the traffic in women and children. The matter is now receiving the attention of the Egyptian Government, and the Advisory Committee hopes that a favourable reply will shortly be received. Apart from colonies, possessions and mandated territories thirty-five States are now parties to the Convention of 1921.

The Council, on May 20th, 1931, upon the suggestion of the Advisory Committee, decided to ask the Governments not members of the League which had not yet acceded to the Convention of 1921 whether they were prepared to do so, and to renew the appeal which had been addressed to the Egyptian Government. It further decided to ask the parties to the Convention of 1921 which had not yet acceded to the Conventions of 1904 and 1910 — namely, Albania, Chile, Finland, Greece and Latvia — to adhere to these agreements.

2. APPLICATION OF THE CONVENTION OF 1921.

(a) Work of the Central Authorities.

Under the international Agreement of 1904, the contracting parties undertook to establish or name some authority charged with the co-ordination of all information relative to the procuring of women or girls for immoral purposes abroad and empowered to correspond directly with similar departments established in each of the other contracting States. The successful application of the Convention of 1921 necessarily depends on the efficient organisation and working of these central authorities, and the Secretariat of the League, instructed to prepare a preliminary report on the subject, submitted to the Advisory Committee during its tenth session a memorandum indicating the possible lines of an enquiry into the existing defects of the present system and possible remedies. The view was expressed that the duties of the central authorities are not sufficiently co-ordinated and not sufficiently uniform.

The Council, on May 20th, 1931, decided to communicate the report of the Secretariat, which had been submitted to the Advisory Committee, to all Governments represented on the Committee for their observations and suggestions.

The Advisory Committee noted that the Assembly in 1930 had proposed that, in future, the Secretariat should undertake enquiries with the assistance of the respective central authorities for each case of traffic reported by the Press. The Committee requested the Secretariat to investigate only the most notable cases reported by the Press during the year, and to submit the results at the next session of the Committee. The advantages and disadvantages of the new method would then become apparent.
The annual reports received from the Governments on the suppression of the traffic in women and children for 1929 were fuller and more detailed than in previous years. An average of twenty-one annual reports has been received each year since 1924. Twenty-six annual reports were received for 1929.

The Advisory Committee notes, however, that many Governments are not yet furnishing particulars of cases of national traffic and procuring. In order to secure adequate information on this subject and to facilitate the compilation of accurate statistics of offences connected with the traffic, the Committee has adopted a revised form of the questionnaire on which the annual reports are based. This questionnaire will be forwarded to the twelve Governments represented on the Committee for their observations.

### (c) Examination of the Annual Reports of the Voluntary Organisations.

The Committee examined the annual reports and heard statements from the representatives of the International Bureau for the Suppression of Traffic in Women and Children, the Union internationale des Ligue féminines catholiques, the Federation internationale des amies de la jeune fille, the Women's National Associations, the Jewish Association for the Protection of Girls and Women and the Association catholique internationale des œuvres de protection de la jeune fille. The representative of the International Bureau for the Suppression of Traffic in Women and Children described the results obtained and the decisions taken at an international congress held at Warsaw in October 1930.

The annual reports of the voluntary organisations threw considerable light on the position in regard to the traffic. Among the subjects to which special attention was given by the Committee was a consideration of the rules to be followed in preparing propaganda films against the traffic, the importance of limiting the validity of passports issued to minors, the employment of women police, the assistance given to deported prostitutes, the protection of music-hall artists, the abolition of the age-limit, the suppression of obscene publications and the steps taken by the voluntary organisations for protection and relief.

The Advisory Committee received from the representatives of the Jewish Association for the Protection of Girls and Women and the International Women's Associations interesting particulars of the proceedings recently taken in the Argentine against a powerful organisation of traffickers known as the Zwi Migdal. A complaint made by a victim of the traffic against her souteneur revealed the existence at Buenos Ayres of an association of traffickers, souteneurs and procurers acting under the cover of ambiguous statutes, similar to those of a mutual aid society. The statutes were legally approved and the legal standing of the association was acknowledged by the Government of the province. Warrants were issued against 424 men and women members of the society for their arrest on the charge of illicit association. Such of these persons as could be secured were sentenced by Judge Rodriguez Ocampo to preventive imprisonment pending their trial by a judge of the Federal Court. The appeal of the defendants against Judge Ocampo has, however, been allowed, and the prisoners set at liberty. Unfortunately, owing to difficulties of judicial procedure, the traffickers were eventually acquitted. The Advisory Committee paid a cordial tribute to Judge Ocampo for his courage and initiative in the conduct of the case.

### 3. Amendments and Extension of the Convention.

#### (a) Abolition of the Age-limit.

The Assembly, in 1930, requested the Council to consider, after consultation with the appropriate organs of the League, whether it was desirable and expedient to amend existing conventions negotiated under the auspices of the League with a view to facilitating their general adoption.

The Advisory Committee, in April 1931, noted that twenty-six Governments had declared in favour of abolishing the age-limit in the Convention of 1910 as amended by that of 1921. Several Governments, however, have made reservations in regard to the proposed amendment. The French delegate expressed a wish that the question should be studied with a view to enabling countries which still had the system of licensed houses to adhere to the solution proposed. Denmark also submitted reservations, having just framed a new Penal Code in conformity with the Convention of 1910. The Advisory Committee noted with satisfaction that, since the previous year, there had been a marked increase in the number of replies in favour of abolishing the age-limit. It decided to reconsider the question at its next session in connection with other possible amendments to the Convention of 1921.

#### (b) Protocol relating to Souteneurs.

The Advisory Committee has for several years been considering how best to effect the suppression of the souteneur. It appointed a Legal Sub-Committee in 1930 to study the existing legislative and administrative measures enforced. The Sub-Committee met in December 1930 and suggested that a Protocol should be drafted supplementary to the Convention of 1921. The conclusions of the Sub-Committee were embodied in a preliminary draft for consideration by the Advisory Committee.
The preliminary draft submitted by the Sub-Committee gave rise to a detailed discussion in the Advisory Committee on the definition of “souteneur”. The Committee concluded that the definition should cover all persons aiding or abetting prostitution habitually or for personal profit, or persons living wholly or partly on the prostitution of another. It agreed that the penalties enforced against souteneurs should not, in principle, be less strict than those provided for in other cases of procuring or trafficking, and that the souteneur should not be allowed provisional release with or without bail.

The Advisory Committee amended and adopted the preliminary draft Protocol, and the Council, on May 20th, 1931, decided to submit it to Governments Members of the League and signatories of the Convention of 1921 for their observations.

4. Obscene Publications.

It is recommended in paragraph 9 of the Final Act of the International Conference on Obscene Publications that the Secretariat of the League should periodically issue a questionnaire on the trade in obscene publications. The Advisory Committee framed a questionnaire in 1930 to be sent to the Governments parties to the Convention. Twenty-nine Governments have replied to it, and a very complete collection of the laws on the subject of obscene publications has been obtained.

The Advisory Committee asked the Secretariat to publish in the near future a pamphlet containing a collection of the laws on obscene publications with the comments on the application of these laws given by certain Governments. It recommends that the central authorities appointed for the suppression of traffic in women and children should be invited to standardise their methods of dealing with the suppression of obscene publications.

The Advisory Committee is anxious to obtain particulars of any cases of the traffic in obscene publications which may be discovered, and the correspondence between the central authorities relating to these cases. It has accordingly decided to append questions dealing with this matter to the annual questionnaire sent to Governments on the traffic in women and children.

The Committee expressed its appreciation of the active steps taken by Governments to suppress the traffic in obscene publications, and hoped they would do all in their power, in co-operation with one another, to bring it to an end.


The Committee of Enquiry into the Traffic in Women and Children in the East, meeting at Geneva from August 21st to August 25th, 1930, discussed and defined the scope of the enquiry to be conducted by the Travelling Commission which is investigating conditions in Eastern countries. The constitution and proceedings of these bodies were summarised in the general and supplementary reports on the work of the League presented to the Assembly in 1930.

The Assembly, in 1930, noted the conclusions of the Committee of Enquiry. All the representatives of Eastern countries — China, Japan, India, Persia and Siam — expressed their satisfaction that the enquiry was to be extended to their respective countries. They declared their readiness to assist the Travelling Commission and to afford it every facility.

The Travelling Commission has now completed half its itinerary.

6. Use of Women Police.

The Advisory Committee dealt first with the employment of women police in March 1923, and since that date it has continually recommended their employment in dealing with prostitution, and pressed for information on the subject.

The Committee, in March 1926, asked the Secretariat to apply to all States for particulars. The suggestion was approved by the Council and the information obtained from the different Governments was collected and reviewed by the Committee in 1927. In 1930, the Advisory Committee recommended that further information should be collected as to the various systems in existence. The Council approved this suggestion on May 13th, 1930, expressing the view, however, that the Secretariat should at present confine itself to making enquiries from members of the Committee and its assessors.

The Secretariat submitted to the Advisory Committee, in April 1931, a preliminary report based on information obtained in regard to the systems established in Denmark, Germany, Great Britain, the Netherlands, Poland, Switzerland and the United States of America. Particular attention was given to the specialisation of women for police work, their general competence for such work, the duties of women police, their organisation, training and recruiting.

The Advisory Committee, reviewing the results of the enquiry, was of opinion that any definite conclusions would still be premature, and that the different countries must be left
full latitude in adapting the work of their women police to their own peculiar conditions and circumstances. The Committee adopted the following resolution:

"The Committee has studied with great interest the reports submitted by the Secretariat, and notes that countries in which women police have been organised state that they render excellent services. It recommends that women police should be more widely employed.

"Women police may be particularly useful in connection with the protection of women and children in moral danger and women and children who are the authors, victims or witnesses of offences. Women police play a particularly effective part in the campaign against the traffic in women and children. Women police should also have general powers, as a result of which they may be employed in other directions.

"The Committee is of opinion that the question of the organisation of the police cannot be determined in any uniform way applicable to all countries, and that it should be adapted to national conditions.

"The majority of the Committee thinks that women police have been most effective when they have been placed under the direction of a woman chief.

"Women police should be recruited with great care and should be given social training, in addition to general professional training similar to that of male police."

7. PROTECTION OF YOUNG FEMALE ARTISTES.

The Advisory Committee has examined this question at several sessions in the light of information received from Governments or collected from the principal professional associations. It emphasises the importance of the problem from the point of view of the traffic in women and lays stress on the fact that responsibility in the matter devolves not only upon the country of origin, where the young person is recruited, but also upon the country to which she proceeds for the lawful exercise of her profession. It points out that the most careful precautions in the country of origin must be inadequate unless the authorities of the countries in which the women are received effectively supervise the general conditions of employment in music-halls and similar places of amusement, where conditions are often such as to incite persons employed there to engage directly or indirectly in prostitution.

The Advisory Committee will take up the matter again at its next session.

8. REPATRIATION OF FOREIGN PROSTITUTES.

The International Bureau for the Suppression of Traffic in Women and Children has submitted to the Advisory Committee as a basis of discussion a draft Convention for the repatriation of prostitutes. The draft Convention would prohibit the entry of prostitutes to a foreign land; provide for the compulsory repatriation of minors practising prostitution abroad and of foreign prostitutes guilty of a breach of any laws or regulations; substitute repatriation for expulsion; provide for the collaboration of charitable organisations in every case of repatriation by order of the Government; help women to obtain papers of nationality should they be lacking and punish women who force a Government to incur the expense of repatriation a second time.

Resolutions protesting against these proposals have been received from thirty-four organisations on the ground that they tend to re-introduce a regulationist system in the countries which have abolished it and that they would facilitate the activities of traffickers instead of suppressing them.

The Advisory Committee adopted a proposal of the German and French delegates for the adjournment of the question and appointed a Rapporteur to study the whole question of repatriation in the light of the discussions and suggestions which had been put forward.

9. EXAMINATION OF LAWS AND REGULATIONS TO SAFEGUARD PUBLIC ORDER AND HEALTH AGAINST THE DANGERS OF PROSTITUTION.

The Assembly, in 1930, noted that, in recent years, several countries had, in accordance with the recommendations of the Advisory Committee, entirely abolished or taken new steps towards the abolition of the system of licensed houses. It recognised the importance of the studies, made under the direction of the Committee, of the laws and regulations for the protection of public order and health in countries abolishing the system, and suggested that the Secretariat should investigate the comparative results of the system of free treatment and the general system of compulsory treatment of venereal diseases.

The Advisory Committee, in April 1931, decided to await the results of investigations in progress under the direction of the Health Committee of the League and the International Union for combating Venereal Diseases. On receiving the conclusions of these two bodies, it will decide whether any further investigations are desirable or expedient.
The Advisory Committee has asked to be kept regularly informed by the Secretariat of any progress made in the various countries in the abolition of the system of licensed houses and regulation. It noted with satisfaction the following statement made by the French delegate:

"The closing of licensed houses has recently been effected at Grenoble, Hazebruck, Liévin, Oyonnax and Vitre. There is no doubt that, as now applied, the present system makes it possible to supervise only a comparatively small number of prostitutes, at all events in the large centres. Moreover, this system does not afford sufficient guarantees against the venereal peril. Nevertheless, as the Committee has recognised, the abolition of the system of regulation implies the adoption of laws and decrees for the protection of public order and health against the dangers of prostitution. These measures should also be based on principles of social justice. The French services, bearing these factors in mind, are examining the possibilities of introducing provisions similar to those recently adopted in this matter in certain countries."

10. ASSISTANCE TO BE GIVEN TO DISCHARGED FEMALE PRISONERS AND THE IMPROVEMENT OF PENAL ADMINISTRATION.

This subject is dealt with in the last section of the chapter (see page 143).

B. CHILD WELFARE.

The Child Welfare Committee held its seventh session at Geneva from April 14th to April 20th, 1931, and a report on the work of the session was submitted to the Council on May 20th, 1931.

1. PRELIMINARY DRAFT CONVENTION ON THE RETURN OF CHILDREN AND YOUNG PEOPLE TO THEIR HOMES.

The Child Welfare Committee, in 1930, noting the observations made on the preliminary draft Convention by various Governments, felt it desirable to obtain the views of a larger number of countries before taking final decisions. The Council, on May 13th, 1930, approved this suggestion and the necessary action was taken by the Secretariat.

The Committee, in April 1931, further amended the text of the preliminary draft Convention in the light of the additional observations received as a result of this further enquiry, and the Council, on May 20th, 1931, decided to forward it to all Governments to serve as a model for bilateral or multilateral agreements.

2. PRELIMINARY DRAFT CONVENTION ON ASSISTANCE TO FOREIGN MINORS.

The question was raised at a meeting of the Council on May 15th, 1930, whether the Child Welfare Committee would be well advised to devote its time to a further consideration of the preliminary draft Convention on Assistance to Foreign Minors. It was urged that the question of assistance to foreigners should be considered as a whole, and that it was not always easy to make a clear distinction between questions concerning children and questions concerning adults.

The Assembly, in 1930, noting the discussions which had taken place in the Child Welfare Committee and the Council, expressed the view that, while the problem of assistance to foreigners was deserving of study as a whole, it did not necessarily follow that the Child Welfare Committee should abandon the enquiry to which it had already devoted considerable attention; the problem had a special aspect which the Child Welfare Committee was particularly well qualified to examine. It accordingly proposed that the Child Welfare Committee should complete the preliminary draft Convention and inform the Council of any difficulties which might be encountered, so that they might receive consideration if at any time the whole question of assistance to foreigners should be dealt with by an international conference.

The Child Welfare Committee accordingly again examined the preliminary draft Convention in April 1931 in the light of the observations made by the Council and of the replies received from the Governments.

To some countries, the draft Convention prepared by the Committee is acceptable in its present form; other countries have put forward objections of principle which might perhaps disappear if some modification were made in the proposed text. Many Governments, however, declare that the question of assistance to foreign minors cannot be dealt with in a satisfactory manner without reference to the families to which the minors belong. The Committee recognises that the question is connected with the problem of assistance to destitute adult foreigners, and, as it could not undertake the study of so extensive a problem without overstepping the limits of its competence, it recommends that the Council should set up a special committee, composed of experts nominated by a few of the countries concerned, to study the question of assistance as a whole with a view to preparing a preliminary draft international Convention on the subject.
The Council, on May 20th, 1931, approved this proposal. It decided to designate, at its next session, the countries which should be invited to nominate experts to the special committee and to fix a date for the first meeting of the committee.

3. Recognition and Enforcement of Maintenance Orders Abroad.

The Council, on May 13th, 1930, decided to communicate to the Members of the League for their observations the proposal of the Child Welfare Committee that an effort should be made to frame international agreements to ensure the mutual recognition and enforcement of maintenance orders. It expressed the view that the question proposed for study went beyond the competence of the Committee, but saw no objection to the mandate of the Committee being extended to cover it, provided no objections were raised by the Governments.

By November 1st, 1930, seventeen countries had communicated their views, and a summary of their observations was submitted to the Council on January 19th, 1931. The Council decided to ask the Child Welfare Committee to examine the replies of the Governments and to submit a further report on the possibilities of future action.

The Child Welfare Committee, considering the matter in April 1931, recognised that, while the subject had an important bearing on child welfare, the Committee might be deemed not competent, since maintenance orders might benefit adults at the same time as children. It accordingly recommended that the study of the question should be entrusted to the special committee appointed to study the problem of assistance to foreigners.

The Council approved this suggestion on May 20th, 1931.


The Council, on May 13th, 1930, approved a proposal of the Child Welfare Committee to the effect that a questionnaire on juvenile courts framed by the International Prison Commission should be sent to Governments not represented on the Commission, and that the Governments which had not yet replied to a previous questionnaire relating to the auxiliary services of juvenile courts should be urged to do so.

The Child Welfare Committee, in 1930, appointed two of its members to prepare a report on the information received, and, in April 1931, it reviewed the information received on the basis of this report. It decided to postpone further consideration of the questions relating to the auxiliary services and the juvenile courts until the enquiry had been completed. Meanwhile, it appointed a Sub-Committee to draft, with the help of the International Prison Commission, a questionnaire to be sent to all Governments with the object of obtaining information on institutions for erring or delinquent minors in all countries whether they did or did not possess juvenile courts.

The Secretariat will publish in a single report, with the help of the International Prison Commission, all the information collected concerning the existence and organisation of juvenile courts.

The Council, on May 20th, 1931, decided to forward the information so far collected by the Child Welfare Committee to all States Members and non-members of the League.

5. Enquiry Concerning Children in Moral or Social Danger.

This enquiry, which in 1930 was made in the United States of America and Canada, has been extended to Germany, Denmark and Italy. Provisional reports on the subject were submitted to the Child Welfare Committee in April 1931.


The Child Welfare Committee, in 1930, requested the Secretariat to prepare a report, with the help of the voluntary organisations and the International Labour Office, on the social measures more directly concerned with the welfare of illegitimate children in various countries selected for the purpose. It also expressed the view that it was desirable to examine, with the help of the Health Organisation, the comparative mortality of illegitimate and legitimate children.

The International Labour Office has collected information on the position of the illegitimate child under social insurance laws; the Health Organisation has stated that it is not yet in possession of sufficient material regarding the comparative mortality as between illegitimate and legitimate children to enable it to submit any conclusions on the matter.

The Child Welfare Committee has decided to give special attention to this subject during its next session.
7. BLIND AND CRIPPLED CHILDREN.

The Child Welfare Committee appointed, in 1930, a Sub-Committee to examine questions arising from a report of the Health Section of the Secretariat on the protection of the blind in different countries. The Sub-Committee was unable to present a general report to the Committee in April 1931. It was requested to continue its enquiry and to extend it to institutions entrusted with the education, not only of totally blind children, but of children whose sight was too bad for them to follow ordinary classes.

The Committee decided to consider at a later date the study of problems in connection with the protection and education of crippled children.

8. CO-OPERATION OF THE CHILD WELFARE COMMITTEE WITH OTHER ORGANISATIONS OF THE LEAGUE.

The Child Welfare Committee, during its seventh session, considered reports submitted by liaison officers of the International Labour Office and the Health Organisation of the League.

The Committee thanked the International Labour Office for its report on the position of illegitimate children under social assurance legislation, and asked for a further report on the introduction and results of family allowances in different countries. The International Labour Office was also asked to collect information on the protection of children of seasonal workers.

A recommendation made by the International Labour Conference in June 1930, to the effect that all possible steps should be taken to ensure that any system of forced or compulsory labour shall not involve the illegal employment of women and children, was noted by the Committee; and, in view of the fact that the question of the age of admission for children to non-industrial employments was to be discussed by the International Labour Conference in 1931, several members of the Committee urged that it was desirable to ensure that the age of admission for children to all forms of employment should coincide with the end of the compulsory school age.

The Child Welfare Committee reviewed the information placed at its disposal by the Health Organisation regarding the enquiry into causes of infant mortality in Europe and Latin America. It noted that one serious cause of infant mortality was the inadequate protection and training of mothers. The liaison officer of the Health Committee agreed to suggest health subjects which might usefully be examined from the point of view of child welfare.

The Child Welfare Committee decided that, in future, cinematograph problems in relation to child welfare should be dealt with in reports by the liaison officers of the International Cinematograph Institute at Rome, following on reports by the liaison officers of the Health Organisation and the International Labour Office.

9. PENAL ADMINISTRATION.

This subject is dealt with in the last section of the chapter (see page 143).

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The Council, on May 20th, 1931, expressed its satisfaction at the progress achieved by the Child Welfare Committee during the year and approved its report on the work of its seventh session.

II. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

1. RATIFICATION AND APPLICATION OF THE GENEVA CONVENTION.

(a) RATIFICATION OF THE CONVENTION.

The Advisory Committee on the Traffic in Opium and other Dangerous Drugs, meeting for its fourteenth session on January 9th, 1931, reviewed the progress made in the ratification of the Geneva Opium Convention.

Since the last session of the Committee in 1930, Denmark and Hungary had ratified the Convention; Estonia, Colombia and Sweden had acceded; ratifications, moreover, were deposited by Norway and Lithuania shortly after the session, bringing the total number of

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ratifications up to forty-four. The Opium Convention of 1925 has thus been ratified by a greater number of States than any other agreement concluded under the auspices of the League. The Governments of Chile, the Irish Free State, Nicaragua and Panama have informed the Secretary-General that they intend to ratify the Convention or to submit it to their Parliaments for approval or ratification very shortly.

The largest single group of States which has not yet ratified the Convention is to be found amongst the countries of Latin America; only five out of twenty of these States have ratified. The Advisory Committee in 1930 asked the Secretary-General to send a letter to the countries of Central and South America not yet parties to the Convention, emphasising the importance of ratification and the value attached by the League to the fullest possible co-operation of their Governments. The Secretary-General duly forwarded this appeal to the countries concerned in July 1930 (Circular Letter 130.1930.XI). Replies have been received from Brazil, Costa Rica, Haiti and Mexico intimating that their Governments are taking the necessary steps. The Assembly of 1930 again dealt with the matter, and the Secretary-General has addressed a further appeal to the Governments of the Argentine, Bolivia, Costa Rica, Ecuador, Guatemala, Honduras, Mexico, Paraguay and Peru (Circular Letter 325.1930.XI, dated November 21st). The only reply received by the Secretariat is from Mexico.

(b) Application of the Convention and of Measures to give effect to Resolutions adopted by the Advisory Committee, the Council and the Assembly in Recent Years.

The Assembly, the Council and the Advisory Committee on the Traffic in Opium, have in recent years adopted a series of resolutions recommending the Governments to take various measures for the suppression of the illicit traffic, in application of the Geneva Convention. Thus, in April 1929, all States Members of the League and parties to the Hague and Geneva Conventions were asked to consider various measures with a view to a more effective control over the distribution of drugs, the granting of licences to firms desiring to import them and the supervision of the records of manufacturers and importers, emphasis being laid on the necessity of informing the League of all seizures, however small, which might throw light on the methods employed by illicit traffickers. In July 1930, the Governments were further asked to submit observations and supply information regarding any improvements which they might have effected in dealing with the illicit traffic in narcotic drugs. Among the points specifically mentioned were the introduction of a centralised and unified police control, a stricter application of the system of licences, the compilation of a black list of persons engaged in the traffic, the marking with serial numbers of packages containing drugs distributed by the manufacturers, and the part played by forwarding agents and shipping companies in illicit transactions.

The Assembly in 1930, reviewing these recommendations and the response made by the Governments concerned, was impressed by the fact that the measures advocated were not in all cases applied. It accordingly instructed the Secretary-General to invite the Governments to review the arrangements in force in their countries and to take whatever action might be necessary to ensure the full application of the recommendations to which their attention had already been directed. It was suggested that, if the necessary action had not already been taken, a thorough investigation covering the previous three years should be made and full information communicated to the Secretary-General, if possible within the next three months, with regard to the kind and quantity of the drugs involved in illicit transactions, their origin, the moments and places at which they entered the illicit traffic, the names of shipping or forwarding agents or consignors in cases in which they were shipped or forwarded, the destinations or addresses of the consignees, the methods used and routes followed by smugglers or by the ships used by them and any seizures which might be of interest owing to the quantities involved or the light thrown by them on the system of control (Circular Letter 330.1930.XI, dated November 26th).

Replies to this appeal have been received from the following Governments:

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<th>Albania</th>
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<td>Luxemburg</td>
<td>Mexico</td>
<td>Monaco</td>
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Among the recommendations adopted by the Assembly in previous years, one of the most important was a proposal adopted in 1929 that the Council should draw the attention of all Governments to the vital necessity of their putting into operation an effective national system of administrative control under the Hague and Geneva Conventions. Specific reference was made in this recommendation to a model code for the administrative control of the drug traffic elaborated by the Advisory Committee in 1928. The Governments were asked to indicate
before May 31st, 1930, whether there were in operation in their countries the same or equivalent administrative provisions, to furnish copies of any regulations issued or particulars of arrangements made for the purpose, or to indicate when it might be possible for them to put such provisions into operation.

The Secretariat of the League has received a total of thirty-five communications from the following countries:

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<th>Austria</th>
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<td>Finland</td>
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The replies received from these Governments indicate that the various methods advocated in the model code are already enforced by a fairly large number of States and that other countries propose to base their new regulations upon it.

Of the specific points to which the attention of Governments has recently been drawn, one is the importance of preventing the post from being used by persons engaged in the illicit traffic. The Assembly in 1929 recommended that every State Member of the League should adopt certain arrangements with a view to a supervision by the Customs, both in the country of consignment and the country of destination, of postal matter in cases where there was reason to suspect the presence of dangerous drugs. Replies to Circular Letter 302. 1929 XI received from thirty-six countries show that, in general, the measures recommended are enforced as strictly as is considered feasible, though attention is drawn to the various difficulties in the way of their application.

2. THE ILLICIT TRAFFIC.

(a) General Review: Change in the Position during the Year 1930.

The Advisory Committee on the Traffic in Opium during its fourteenth session was in a better position than in previous years to appreciate the full effect of the coming into force of the Geneva Convention in all the principal manufacturing countries. The Secretariat submitted an analysis of the international trade in drugs, from 1925 to the second half of 1930 (document Conf.L.F.S.3, Parts I, II and III), which constituted an exhaustive study in all its aspects of the trade in drugs, and especially of the relations between the licit and the illicit traffic. This analysis, though it revealed for the first time the full gravity of the situation which had existed until about the beginning of 1930 and pointed to an illicit traffic, particularly during the years 1926-1929, on an even more considerable scale than had been suspected, showed also that a remarkable change had been effected at the beginning of 1930. This change was due to the coming into effect of the Geneva Convention in some of the European countries (other than Turkey) which had hitherto not enforced the necessary administrative measures and to the bringing under full control of the esters of morphine at the beginning of that year.

In the period 1925-1929, some thirty-six tons of morphine had apparently been made available for contraband in the form of morphine esters in countries where such esters were not yet under control. Some twenty-one tons of morphine and diacetylmorphine in excess of medical needs appear to have been exported to non-manufacturing countries during the period from 1925 to the first half of 1930. Attention was also drawn to large quantities of morphine, heroin and cocaine which had not been statistically accounted for by the countries concerned, the inference being that some fifteen tons of these drugs, in addition to the amounts referred to above, had passed into the illicit traffic.

The evidence taken from the reports of the seizures confirmed these statistics. The stricter control and the wider activities displayed by the police and Customs authorities in various countries had led to striking discoveries relating to transactions prior to 1930. In some cases, the entire correspondence of gangs of traffickers had been seized and the researches of the authorities had led to the discovery of very varied sources, channels and organisations for the traffic. Fuller information was also at the disposal of the Committee from the Chinese authorities concerning drug seizures effected by the Chinese Customs. The Committee was particularly struck by the fact that six tons of benzoylmorphine of European origin, representing 600,000,000 doses, had passed into the illicit traffic through the single port of Dairen in 1928. A statistical analysis of illicit transactions and seizures of morphine esters indicated that approximately nine tons of these esters had been seized or had passed into the illicit traffic in 1928-1929, while during the year 1928 three-quarters of a ton of benzoylmorphine of European origin had been seized in Japan and over half a ton of heroin imported into Egypt.

1 For texts of replies see Minutes of the fourteenth session of the Advisory Committee, Annex 3; documents O.C. 1318 and O.C.1318(2).
The change effected in the situation at the beginning of 1930 was all the more striking. There was, in 1930, a marked decrease in the manufacture and export of drugs in respect of the chief manufacturing countries of Europe, and a notable decrease in the seizures of drugs originating from these countries. The Egyptian delegate, in describing the serious situation which had arisen in his country owing to large illicit imports of drugs suspected to be of Turkish origin, stated that at present not an ounce of illicit heroin was coming into Egypt from the factories of Central Europe. The important results achieved by the effective application of the Geneva Convention were most clearly seen in France, where a new system of control, involving a strict application of the import certificate system was introduced by the French Government as from January 1st, 1929. As a consequence of this control, imports and exports of narcotic drugs fell to very low figures. For instance, morphine imports, which amounted to 1,684 kilogrammes in 1928, fell to 293 kilogrammes in 1929 and to 43 kilogrammes during the first three quarters of 1930. Although exports rose from 777 kilogrammes in 1928 to 1,053 kilogrammes in 1929, they fell to 156 kilogrammes during the first three quarters of 1930. Imports of heroin amounted to 1,078 kilogrammes in 1928; they were only 13 kilogrammes in 1929 and 8 kilogrammes during the first three quarters of 1930. The exports of this product fell from 2,957 kilogrammes in 1928 to 166 kilogrammes in 1929 and 40 kilogrammes during the first three quarters of 1930. The imports of cocaine amounted to 270 kilogrammes in 1928, 194 kilogrammes in 1929, and 49 kilogrammes during the first three quarters of 1930. The exports of this product fell from 506 kilogrammes in 1928 to 200 kilogrammes in 1929, and only reached 148 kilogrammes during the first three quarters of 1930.

(b) The Position in Turkey.

The Advisory Committee was deeply impressed by the fact that, at the moment when the grave situation in regard to the illicit traffic from the European countries had been largely, if not completely, remedied, a new danger of the first magnitude suddenly appeared owing to the manufacture on a very large scale of morphine and heroin in a country which was not a member of the League or a party to the Opium Conventions. In 1930, when the manufactures, exports and seizures in respect of the chief manufacturing countries of Europe notably decreased, there were effected a series of immense seizures of morphine and heroin which, in a number of cases, were known to have originated from Istanbul. The delegate of Egypt went so far as to say that Turkey was the one and only source of the illicit traffic in that country, where there still existed some 250,000 addicts.

The Turkish representative, in November 1930, at the Conference of Manufacturing Countries called in London to discuss the limitation of the manufacture of narcotics, admitted that over two tons of morphine had been exported from Turkey to Greece, Italy and France during the first six months of 1930, and that over four tons of heroin had been exported to Greece, Denmark, Italy, France, Germany and China in the same period. No imports of drugs from Turkey had, however, at any time been notified to the League, and representatives of the countries to which some of these drugs had been exported declared that they had not been informed of any such consignments, no import certificates having in any of these cases been issued. Official statistics, moreover, show exports from Turkey to countries such as the United States of America, under whose legislation their import is prohibited. Large consignments of these drugs have been seized and in many cases found to have been exported not as drugs, but concealed in other goods.

The Committee expressed the view that only the application in Turkey of the import certificate system would make it possible to remedy a state of affairs which constituted a real menace to the whole world. It requested the Council to address an urgent appeal to Turkey to consider the possibility of acceding to the Geneva Convention. It hoped that the Turkish Government would take measures to reinforce the existing control, which at that moment was clearly inadequate, noting with satisfaction a declaration of the Turkish representative that the maritime authorities at Istanbul had received orders to verify in future the despatch and destination of drugs exported from that country.

The Council, on May 19th, 1931, asked the Secretary-General to address an appeal to the Turkish Government in the terms suggested by the Advisory Committee and the representative of Turkey on that occasion made a statement to the Council on the measures adopted by his Government for the suppression of the illicit traffic in drugs, describing in detail the system which had been introduced in that country on February 15th, 1931, for the control of the manufacture, export and sale of drugs. The measures adopted for the control of exports included the production of an official import certificate.

(c) The Smuggling of Cocaine into India from the Far East, and the Situation in Japan.

The delegate of India emphasised the extreme gravity of the situation in his country arising from illicit traffic in cocaine from the Far East. The amount of seizures had risen from 154 pounds in 1928 to 922 pounds in 1929. A considerable quantity of this cocaine bore
Japanese marks of origin. The individual seizures were large, which suggested that the drugs passed easily from the factory into the hands of the traffickers. One seizure, for example, had amounted to 1,330 ounces, and during recent years there had been six seizures of 1,000 ounces each. The delegate of India represented that the Japanese regulations for the control of the internal distribution of narcotic drugs were at present inadequate.

The Japanese delegate admitted that, prior to 1930, when new regulations came into force in Japan, the control of narcotic drugs in that country had not been sufficiently strict, though he made reservations as to the suggestion that the cocaine passing into the illicit traffic in India was solely of Japanese origin. He explained that, under the new system of control, there would henceforth be a strict supervision in Japan of the trade in narcotic drugs at all stages. A special licence would be required for the manufacture of the drugs, whereas previously only the import of the raw material had been limited; the issue of manufactured products from the factory would be subject to control; the trade in narcotic drugs would only be carried on by authorised persons on the production of certificates from the prefecture of police indicating their trade; and a system of registration and numbering would be adopted for the receptacles of drugs. The Japanese Cabinet had adopted a plan for the creation of an interdepartmental council, which would co-ordinate the necessary measures of administrative control of the various departments and services of the Central Government and the governments of the territories. This council would be presided over by the Minister of the Interior, and would be composed of Under-Secretaries of State and the heads of services of the departments concerned. The plan would be put into operation as from March of the present year.

(d) THE SITUATION IN THE NEAR EAST: IMPORTS OF OPIUM FROM PERSIA INTO CHINA.

The situation in Persia has for many years caused the Advisory Committee much anxiety. Considerable quantities of Persian opium have recently been illicitly imported into the Far East. The table of shipments from Bushire during the period December 1st, 1929, to November 30th, 1930, indicates that, as recently as April 1930, 2,308 chests of opium were sent to the Far East with Vladivostok as the declared destination. This cargo, like previous shipments to Vladivostok, disappeared on arrival in the China seas.

The Committee accordingly noted with interest the declaration made by the Persian representative on the Council at its meeting on January 22nd, 1931. The Persian representative had informed the Council that, under an exclusive concession recently granted by the Persian Monopoly Service for the total export of Persian opium, the holder undertook to submit a certificate from the importing country for each case of opium despatched. He represented that this arrangement amounted in fact to an application of the Geneva Convention.

The Council, on May 19th, 1931, on the suggestion of the Advisory Committee, instructed the Secretary-General to ask the Persian Government to communicate, for the records of the Committee, the copy of the contract made with the concession holder. The Secretary-General was asked at the same time to emphasise the interest taken by the League in the application by Persia of the system of control embodied in the Geneva Convention.

(e) THE SITUATION WITH REGARD TO DRUGS IN CHINA: CONCERTED ACTION BY CHINA AND THE TREATY POWERS.

The Advisory Committee again gave careful consideration to the drug situation in China. The Chinese delegate stated that, notwithstanding military revolts during the previous year, his Government was steadfastly endeavouring to cope with the situation. New legislation had been enacted in China during 1929, amending the existing laws and introducing a stricter form of control. A national agency for narcotic drugs was in process of establishment.

The Chinese Government had begun an enquiry into the narcotics question, and the final results would in due course be communicated. His Government could not, however, accept an international enquiry. He emphasised the necessity of co-operation between China and the other Powers owing to the large quantities of drugs of European and Japanese origin illicitly introduced into China.

The seizures effected in China showed how serious was the situation; 350 lb. of heroin, 350 lb. of benzoylmorphine, 100 lb. of morphine, 100 lb. of peronine and 990 lb. of raw cocaine had been seized in a single year, in addition to the six tons of benzoylmorphine illicitly imported into Dairen in 1928. There had been 30 seizures by the Chinese police at Tsingtao in six months, and in October and November three cargoes from Trieste and Istanbul, containing approximately 1,300,000 dollars' worth of narcotics, had been seized at Shanghai. The Chinese delegate urged that the penalties inflicted on the traffickers in the consular courts were inadequate. He pointed out that these punishments were considerably less severe than those imposed under the Chinese penal code.
The Chinese delegate submitted principles which, in his view, should govern co-operation between the Chinese authorities and the Powers which had signed the Hague Opium Convention in 1912 in suppressing the drug traffic in the settlements, concessions and leased territories in China. He defined these principles as follows:

1. The importation into China of all narcotics not accompanied by import certificates issued by the Chinese Government should be prohibited;
2. The authorities in the concessions and settlements should co-operate with the local governments in preventing unscrupulous traffickers from smuggling opium and other narcotics into Chinese territory;
3. Any question relating to prohibition should be settled in accordance with the opium prohibition law and the regulations giving effect to that law promulgated by the Chinese Government;
4. All stores selling narcotics and all opium dens in the concessions should be abolished, as had been done by the local governments.

The Committee unanimously approved the principle of co-operation between the Chinese Government and the Treaty Powers, but several members considered that points 3 and 4, as submitted by the Chinese Government, raised important problems which could only be settled after thorough study by the Governments concerned.

The Japanese and French delegations pointed out that, as their Governments had enacted their own regulations in their own concessions, it was difficult to say how far they could accept the principle laid down in point 3; nor could they form an opinion, for the moment, on the proposal that all stores for the sale of narcotics and all opium dens in the settlements, concessions and leased territories should be closed, in view of the fact that the Commission of Enquiry into Opium-smoking in the Far East had come to other conclusions. The British delegate wondered whether the regulations enacted by the Chinese Government and the import certificate system were really enforced to a sufficient extent to allow of efficient co-operation on the lines proposed under points 1 and 3.

(f) General Conclusions of the Advisory Committee Regarding the Illicit Traffic.

The Advisory Committee, after reviewing the reports on seizures and the statistics at its disposal, reached the conclusion that the suppression of the illicit traffic depended on three fundamental considerations: adequate legislation, adequate administration to apply that legislation, and international co-operation. It regretted that progress in the legislative sphere was slow, and asked the Secretariat as soon as possible to study the provisions at present in force, and see to what extent they were in harmony with the Geneva Convention. It again affirmed its conviction that it was necessary in many cases for the authorities to increase the penalties at present in force.

It noted that, on the administrative side, progress had been made. There were, however, considerable defects. The necessary investigations into cases of illicit traffic were not always thoroughly pursued as a result of information received and the regulations at times remained inoperative. The Committee again urged that licences for the manufacture of or trade in drugs should be granted only to firms of good repute and inexorably withdrawn if their holders were implicated in the illicit traffic. It drew attention in this connection to the conclusion reached by the Secretariat that from 1926 to the beginning of 1930, when esters of morphine were placed under control, about 36 tons of morphine had been transformed by firms holding licences from their Governments, into morphine esters or other drugs which had no medical use and could only be intended for illicit purposes. The licences, however, had not been withdrawn from the firms in question.

The conclusions of the Committee in regard to the administrative aspect of the problem were embodied in the following recommendations:

1. The Committee repeats urgently its previous recommendation that no firm which has knowingly manufactured for or supplied to the illicit traffic drugs falling under the Geneva Convention should be allowed to hold a licence to manufacture or trade in the drugs.
2. The Committee also recommends:
   (a) That no firm which knowingly manufactures or supplies any derivatives of morphine or cocaine for purposes of the illicit traffic, even though they do not for the time being fall under the Geneva Convention, should be allowed to hold a licence to manufacture or trade in the drugs to which the Convention applies;
   (b) That no firm which is proved by clear evidence to have manufactured or supplied benzoylemorphine or any other ester of morphine for the illicit traffic, since the communication to Governments of the recommendation of the Health
Committee on this subject by the Secretary-General in his Circular Letter of January 11th, 1929, should continue to hold a licence to manufacture or trade in drugs to which the Geneva Convention applies.

"3. The Committee requests the Council to forward these recommendations to the Governments of the countries concerned with a request that they should inform the Secretary-General, if possible before the date of the Conference on the limitation of the manufacture of narcotic drugs, in the case of each firm to which paragraph 2 (b) applies, what action the Government has taken.

"4. The Committee, considering that persons engaging in illicit traffic should not be authorised to engage in the legitimate trade, requests the Council to recommend the Governments to take all necessary steps to prevent the grant of import or export certificates in which the names of notorious drug-traffickers appear."

The Committee urged the necessity of closer co-operation between the authorities of the various countries in suppressing the illicit traffic. It noted, in particular, that reports on seizures, which formed an indispensable basis of enquiry, were not always communicated to the countries concerned or to the League of Nations, and that the necessary details and evidence were not always included. It further observed that notorious traffickers and persons whose manufacturing licences had been withdrawn were still apparently able to travel freely in various countries. It expressed the view that these persons should be under police supervision, and requested the Council to consider the possibility of the Governments that passports and visas should be refused to such persons and steps taken as far as possible to cancel passports already issued to them.

The Council, on May 19th, decided to forward the recommendations of the Advisory Committee to the Governments of the countries concerned. It approved the resolutions and recommendations of the Committee and asked the Secretary-General to urge the Governments to give effect to them.

The Advisory Committee recommended that the chartering of ships to foreigners, a practice which sometimes increased the difficulty of suppressing the illicit traffic, should be submitted for consideration to experts in maritime law and practice. The Council asked the Secretary-General to refer this question to the appropriate committees of the Communications and Transit Organisation.

(g) Co-operation between the Advisory Committee and the Police Authorities for the Suppression of the Illicit Traffic.

The Advisory Committee in 1930 recommended the adoption of centralised and unified police control with a view to closer co-operation between the police authorities of the different countries. This year it invited delegates of the International Criminal Police Commission to attend some of its meetings with the object of studying the best methods of obtaining effective international co-operation. The International Police Commission was represented by Dr. Schultz, Chief of the Vienna Police, by M. Weiss, Deputy Chief of the Berlin Police and M. Montanel, Divisional Commissioner of the French Police.

The Advisory Committee discussed with these delegates possible measures for a closer co-operation between the police authorities of the various countries and the official institutions at present dealing with dangerous drugs. The proposals of the delegates of the International Police Commission were submitted to the Committee in the form of a draft international Convention. The basic idea of the draft Convention was that, in each country, a central police office should be established for the control of the drug traffic, in close contact with similar offices in other countries and with the League of Nations. The offices would centralise in the several countries all information facilitating the investigation, prosecution and punishment of illicit traffic.

The Committee was of opinion that the questions raised in the draft Convention, including such problems as extradition, the imposition of severer penalties and a certain amount of administrative re-organisation in the various countries required careful study in all their aspects. It accordingly appointed a Sub-Committee to go more thoroughly into these questions.

Meanwhile, the Secretariat, carrying out a proposal put forward by the Advisory Committee last year, is proceeding with the study of the question of compiling a black list of traffickers to be communicated to the Governments. M. A. H. Sirks, Chief of the Rotterdam Police, assessor to the Advisory Committee, has submitted a draft scheme showing in detail how an international index of traffickers might be established. The Committee asked the Secretariat to continue its enquiries into the drawing up of the black list, in consultation with the central authorities and police authorities in the various countries and to submit a memorandum as a basis for future discussion.

1 See Minutes of the fourteenth session of the Advisory Committee; Appendix 6 to the report to the Council on the work of the fourteenth session.
(h) ENQUIRY INTO ADDICTION.

The Assembly, in 1930, in a general resolution recommending measures for the suppression of the illicit traffic, requested the Advisory Committee to study and report to the Council upon the question whether Governments should be asked to enquire into the approximate number of persons in their several countries addicted to each type of drug, the approximate amounts of such drugs consumed and the methods of treatment employed.

The Secretary-General communicated this resolution to the Governments in November 1930 1 (Circular Letter 330.1930.XI) and the Advisory Committee considered the matter during its fourteenth session. Certain members of the Committee emphasised the difficulties of such an enquiry and expressed considerable doubt as to its utility. They pointed out that any information obtainable concerning addicts was bound to be very approximate; that there was no such thing as an average dose for addicts; that there existed no standard method of treatment. Those in favour of the enquiry, on the other hand, urged that it would be comparatively easy to obtain the statistics from certain countries and expressed the view that it was desirable to determine as exactly as possible the extent of the drug evil.

The Committee finally decided to consult the Health Committee and to request the Governments, without undertaking a special enquiry, to supply any information which they might already have at their disposal. The Council has approved this method of procedure.

3. MISCELLANEOUS QUESTIONS.

(a) QUESTION OF THE DIFFERENT RESULTS OBTAINED BY THE PROCESSES LAID DOWN IN THE DIFFERENT PHARMACOPEIAS FOR ASCERTAINING THE PERCENTAGE OF MORPHINE IN OPIUM.

The Advisory Committee in 1930 requested the Health Committee to undertake a study of the standardisation of methods for ascertaining the percentage yield of morphine from the various types of opium. The Chairman of the Health Committee for this purpose convened a Sub-Committee of experts at Geneva on April 9th and 10th, 1931. The Sub-Committee has laid down a programme of laboratory work which it intends to carry out before its next meeting in October 1931.

(b) ORGANISATION OF THE WORK OF THE COMMITTEE.

The Advisory Committee, during its fourteenth session, took certain decisions with regard to the organisation of its work, which is rapidly increasing. It was decided in future to hold two sessions, one in the spring and one in the autumn and to appoint a small sub-committee to meet before each session in order to make a preliminary examination of the seizure reports. Any member will be entitled to take part in the sub-committee's work if he so desires. The Committee appointed the delegates of China, France, Germany, Great Britain, Japan, the Netherlands and Spain to be members of the Sub-Committee, which will hold its first meeting next September during the Assembly.

(c) ANNUAL REPORTS.

The Advisory Committee, during its fourteenth session, adopted the proposal of a sub-committee to discontinue the separate distribution of the annual reports from certain colonies and territories. 2 It was suggested that these reports should continue to be received by the Secretariat; that they should be available in its archives for consultation by members of the Committee, and that they should be summarised by the Secretariat where the reports contain information of sufficient importance.

The above proposal implies a change in the procedure governing the general circulation of annual reports to all Governments as recommended by the Assembly in 1929, and would require the assent of the Assembly to its adoption.

1 Replies have been received up to April 29th, 1931, from the following Governments:

Albania  Finland  Luxemburg
Belgium  Germany  Mexico
Costa Rica  Haiti  Monaco
Cuba  Irish Free State  Netherlands
Dominican Republic  Italy  Poland
Ecuador  Lithuania  Siam

2 For the list of such colonies and territories see Appendix 8 to the report to the Council on the work of the fourteenth session of the Advisory Committee.
The Assembly in 1929 requested the Advisory Committee to prepare a scheme for the limitation of the manufacture of narcotic drugs; the scheme was to be submitted to the Council, which would thereupon decide upon the convening of an international Conference of the manufacturing countries and principal consuming countries with a view to establishing an international Convention. The Advisory Committee acting under these instructions considered and adopted a limitation scheme in February 1930. The scheme was forwarded to the Governments Members of the League or parties to the Hague and Geneva Conventions for examination and comment (Circular Letter 116.1930.XI, June 14th, 1930).

The three fundamental points of the scheme approved by the Advisory Committee in 1930 were as follows:

1. The world manufacture of narcotic drugs should be limited each year to a specific quantity on the basis of estimates to be supplied by all countries of the quantities of narcotic drugs required each year for medical and scientific purposes;

2. The fraction of this total quantity to be manufactured by each of the manufacturing countries should be fixed in advance by means of agreements concluded between them according to a system of quotas;

3. The necessary arrangements should be made to provide each country with supplies of narcotic drugs up to the amounts indicated in its estimates.¹

The Advisory Committee, in submitting this plan to the Council, suggested that it would greatly facilitate the work of the Conference on Limitation if the Governments of the manufacturing countries or the manufacturers themselves conferred in advance upon the allocation of the quotas of the drugs to be manufactured and upon the arrangements for their distribution among the consuming countries.² It accordingly recommended that the Council should invite the manufacturing countries to hold a preliminary Conference for this purpose. The Council adopted this suggestion and, in October-November 1930, a preliminary meeting of official representatives of the manufacturing countries was held in London.

This preliminary meeting was attended by representatives from France, Germany, Great Britain, India, Italy, Japan, the Netherlands, Switzerland, Turkey, the United States of America and the Union of Soviet Socialist Republics. The representatives of the principal manufacturing firms were also present.

The manufacturers submitted proposals as to the quotas to be assigned for morphine and its derivatives to the manufacturing firms in Germany, Switzerland, France and Great Britain, and for cocaine to the manufacturing firms in Germany, France, Great Britain, Switzerland and the Netherlands.

The Conference was unable to accept the figures suggested and felt that the whole question required further investigation. The estimates of the manufacturers were based on the sales of individual manufacturing firms; they did not cover the whole field of drug production; due allowance had not apparently been made for production which had gone into the illicit traffic; and no clear relation existed between them and the figures compiled by the Secretariat of the League showing the actual national exports for medical and scientific purposes during recent years.

Certain delegates, moreover, were unable to subscribe to the system of quotas on general grounds. The Soviet delegation feared that the organisation of an international cartel would not secure a limitation of manufacture and would be contrary to the interests of the consuming countries. The Japanese delegation desired to reserve the right of Japan, which was not for the moment a country manufacturing for export, to export drugs in response to legitimate orders received, and reserved its position in reference to all the decisions reached by the Conference. The Turkish delegation asked that a quota should be assigned to Turkey representing one-third of the total world production. The Conference could not entertain this request and the whole question of the Turkish participation in the world production of drugs was reserved for further consideration.³

The Advisory Committee met in January 1931 and devoted the first half of a long session to a detailed examination of the limitation problem.⁴ The scheme submitted by the London

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¹ Other features of the scheme may be summarised briefly as follows:

The requirements of a country which failed to furnish estimates were to be assessed by a central authority. This central authority might not revise the estimates submitted by Governments, but it might ask for explanations in cases where the estimates appeared to be excessive. It was understood that each manufacturing country would be entitled, if it so desired, to manufacture the drugs required for its own medical and scientific needs. The distribution of the drugs thus manufactured to the consuming countries was to be subject to the control of a central office, keeping a record of all orders received and supplies manufactured. The central office would be able to inform the Government of any country to which orders for drugs were sent whether the execution of that order would or would not cause an excess over the estimates furnished by the country from which the order came.

² See report to the Council on the work of the thirteenth session and Appendix 5 to the report in the Minutes of the thirteenth session of the Advisory Committee.

³ For the situation of Turkey as a manufacturing country, see the section in this chapter of the report dealing with the illicit traffic.


Conference, in particular the system of quotas, was subjected to detailed criticism by representatives of the non-manufacturing countries or of countries which had not accepted the quota system as necessarily the most practical and effective method of limitation. The discussions which took place in the Advisory Committee were based on a draft Convention submitted by the British delegate which aimed at an objective presentation of decisions reached in London and of the essential provisions of the scheme prepared by the Advisory Committee at its previous session. It was understood, however, that the acceptance of this draft as a basis did not preclude a simultaneous examination of other schemes and that it was subject to any substantial amendments which might be moved.

The Japanese delegate again urged that countries at present manufacturing only for their domestic needs should be permitted to share in the export of narcotics in the event of their receiving legitimate orders from abroad. He eventually accepted a modification of the quota system, as determined in London, which met his principal objections.

The Turkish delegate declared that he would consider as arbitrary any attempt to exclude his country from receiving a quota on the ground that certain factories established in Turkish territory might have engaged in illicit transactions.

The Yugoslav delegation desired to protect the economic and social interests of the poppy growers in Yugoslavia and the interests of the consumers of drugs in general; it produced evidence with the object of showing that the cartel of manufacturing firms at present in existence had lowered world prices of the raw materials and raised the prices of the manufactured products. It considered, moreover, that, if Turkey were authorised to manufacture drugs, an equitable quota should also be allocated to Yugoslavia.

The Spanish and Polish representatives expressed their preference for a system which would not involve the constitution of anything resembling a monopoly or be likely to bring about a rise in the prices of narcotics intended for medical and scientific purposes.

The Italian delegate enumerated a list of conditions which in his view were essential for the success of any scheme of limitation. The right of a country to obtain supplies from whatever source it might select must be respected; countries should be required to specify in advance the quantities of narcotics they would require for a definite period; the privileges of the manufacturing countries should be restricted to a minimum and any measures which might give them a de facto monopoly should be avoided; the Convention should provide for the limitation of the manufacture of all derivatives of opium and the coca leaf; the system of Government monopoly over the trade and manufacture of narcotics should be encouraged; sanctions should be applied by every Government party to the Convention against any country refusing to accede to it or refusing to put into operation the measures provided by the Opium Conventions of 1912 and 1925; the limitation of manufactures and their supervision should be ensured through the Permanent Central Opium Board with the addition, in an advisory capacity, of representatives of the Advisory Committee, the Health Committee, the Economic Committee or any other organ of the League.

The general attitude of certain of the non-manufacturing countries was finally embodied in a statement made at the close of the proceedings by the Belgian representative on behalf of himself and the representatives of China, Mexico, Poland, Spain and Uruguay:

(1) The system of limitation should safeguard the rights of each nation to procure for its legitimate needs drugs from the source and the country it chooses;
(2) Each country should make known in advance the quantity of narcotic drugs falling under the provisions of the Convention of which it will be in need for a fixed period, as well as the name of the country or countries where it intends to procure its supplies;
(3) The system of Government monopoly for the trade and, where necessary, for the manufacture of narcotic drugs falling under the provisions of the Convention is recommended;
(4) Sanctions applicable by each Government party to the Convention of May 1931 should be provided for and should apply to every country which does not exercise a control of narcotic drugs equivalent to that laid down in the Geneva Convention;
(5) Both the limitation of manufacture and the control of the quantities manufactured should be guaranteed by the action of the Permanent Central Opium Board, assisted where necessary by technical authorities.

It was urged, in reply to these observations, that the system of quotas proposed by the Advisory Committee did not involve the creation of a monopoly, and that the scheme which had emerged from the London Conference preserved the right of any country not at present manufacturing drugs for export to receive a quota if it wished to do so. The British delegate, on behalf of the majority of the Committee, pointed out that the scheme embodied in the draft Limitation Convention recognised the right of the consuming countries to obtain their supplies from whatever sources they might select, and that the system of annual estimates, on which the minority insisted, was a cardinal principle of the plan. Under the draft Convention, any country might, if it so desired, state before the end of the year from what countries it intended to purchase its drugs. To require the Governments to submit such a statement did not, however, seem to the majority to be practicable. The question of making the manufacture and distribution of narcotic drugs a Government monopoly was not discussed by the Committee in the absence of any definite proposal in that sense.

The Advisory Committee discussed other important questions connected with the limitation plan, such as measures to prevent an increase in the prices of narcotics as a result of limitation,
the drugs to be covered by the scheme, the possible extension of the system of control provided in the Geneva Convention wholly or partly to drugs not covered by that Convention, the composition of the body which would examine the estimates of their requirements submitted by Governments or assess the needs of Governments which failed to furnish such estimates. The final decisions in respect of these questions were left to the Conference.

The discussions which took place in the Advisory Committee indicate the complexity of the problem and the difficulties which have to be solved by the Conference. The system of quotas is still subject to discussion and the Conference has yet to determine the countries which will receive them. The Advisory Committee in its report to the Council was careful to indicate that the submission of a draft Convention to the Conference, approved as a basis of discussion, did not exclude the consideration of other proposals and solutions.

The Council on January 24th, 1931, decided to communicate the report and draft Convention submitted by the Advisory Committee to the Governments which had been invited to the Limitation Conference. It noted that the proposals of the Advisory Committee might involve extending measures of limitation and control to substances not covered by the Geneva Convention of 1925, and it accordingly instructed the Secretary-General to ask the Governments to ensure that their delegates to the Conference should have full powers to discuss the limitation of all derivatives of opium and the coca leaf as well as the control of the quantities to be limited by the future Convention. The Council felt it necessary to warn the Governments that the ground to be covered by the Limitation Conference would, in view of the discussions in the Advisory Committee, be somewhat more extensive than that indicated in the resolution adopted by the Assembly in 1929, which referred to the limitation of the manufacture of only such narcotic drugs as were covered by Article 4 (b), (c) and (g) of the Geneva Convention.

The results of the Limitation Conference which met on May 27th, 1931, will be summarised in the supplementary report on the work of the League.

5. COMMISSION OF ENQUIRY INTO THE CONTROL OF OPIUM-SMOKING IN THE FAR EAST.

The report of the Commission of Enquiry into the Control of Opium-smoking in the Far East was submitted to the Council on January 22nd, 1931.

The Commission was appointed by the Council in March 1929, upon a resolution adopted by the Assembly in 1928, to report upon the situation in the Far-Eastern territories of the Governments agreeing to the enquiry in regard to the use of opium prepared for smoking, the measures taken by the Governments concerned to give effect to their obligations under the Hague Opium Convention of 1912 and the Geneva Opium Agreement of 1925, the nature and extent of the illicit traffic in opium in the Far East and the difficulties created by it for the Governments concerned in the fulfillment of their obligations. The Commission was further asked to suggest what action should, in the circumstances, be taken by the Governments concerned and by the League.

The Commission left Geneva in September 1929. With the agreement of the Governments concerned, it visited Burma, the Straits Settlements, the Federated Malay States, the Dutch Indies, Siam, the Union of Indo-China and Kwang-chow-wan, Hong-Kong, Macao, Formosa, Kwantung Leased Territory, the South Manchuria Railway Zone and the Philippine Islands, and it received official information regarding the position in the Unfederated Malay States, Sarawak, Brunei and British North Borneo. The Commission thus covered by its enquiry all the territories of the Far East where opium-smoking occurs to an appreciable extent, except China. The Government of China, while unreservedly supporting the British proposal for the enquiry, stipulated that the field of investigation should be extended to all countries without exception which produced or manufactured opium and its derivatives or other drugs, and that China should be represented on the Commission. The Assembly in 1928 had been unable to accept these conditions.

The Commission, in its report, reviews the general situation in the Far East with regard to opium-smoking. It discusses the extent of the opium-smoking habit, the circumstances leading to its formation, the effects of opium on smokers, the circumstances which tend to prevent the spread of the habit, medical opinion on the opium-smoking question, the cure of opium addiction, opium-smoking establishments, the question of opium dross or the residue remaining in the pipes when prepared opium is smoked, the relations between the smoking and eating of opium, the influence on opium control of uncontrolled poppy cultivation and the illicit traffic.

The Commission also deals with the main features of the opium policies pursued by the various Governments. Total prohibition of smoking is enforced only in the Philippine Islands, where experience has shown that it does not lead to the total prohibition of the habit, in view of the persistence of the vice and the great difficulty of preventing illicit import and distribution. The Commission expresses the view that it is better for the habit to be gradually suppressed by legalising smoking in respect of confirmed addicts and supplying them with Government
opium. This method only offers the possibilities of limiting individual consumption and preventing the spread of the habit to an increasing number of individuals.

The Commission deals with the difficulties which, owing to the illicit traffic, arise for Governments desiring to fulfil their international obligations under the Hague Opium Convention of 1912 and the Geneva Opium Agreement of 1925. It affirms that the illicit traffic in opium has not prevented the Governments from fulfilling their specific obligations, but that it has, on the other hand, made it impossible for them to fulfil their principal and general obligation — namely, to take all available measures for achieving the suppression of opium-smoking with the least possible delay. It expresses the view that Governments have gone as far in the control of the habit as the extent of the illicit traffic permits.

The following are the most important of the Commission’s conclusions and suggestions:

“(1) The Commission finds that it is essential that all measures aiming at gradual suppression should in each territory be taken concurrently and be applied as progressively as circumstances permit.

“(2) Scientific research as regards the opium-smoking problem should be undertaken in all territories with the support of Governments on an international basis.

“(3) Steps should be taken to secure international co-operation for the gradual limitation and control of poppy cultivation, and the League of Nations should invite the Governments concerned to meet in conference to investigate the possibility of limitation and control of poppy cultivation.

“(4) The demand for opium for smoking purposes should be combated by organised public opinion and systematic propaganda, by education, sports and physical training.

“(5) Effective steps must be taken to combat the illicit traffic until the efforts to limit and control poppy cultivation have been successful.

“(6) The Governments concerned should, in co-operation with each other, arrange for the reduction of prices of Government opium to a level sufficiently low to make smuggling unprofitable.

“(7) In order to ensure a faithful carrying out of the Government’s opium control, the Government monopolies should everywhere extend also to the retail distribution — i.e., Government opium should be distributed to consumers through Government-owned and Government-managed shops.

“(8) Individual consumption of opium must be under efficient control to bring about gradual suppression, and this should be accomplished by registration with licensing and rationing of all opium consumers.

“(9) Smoking should by law be prohibited to anyone under 21 years of age and it should be seriously considered to raise further — for instance to 25 years — the minimum age for legal smoking.

“(10) The system of allowing smoking only in smoking establishments, owned and managed by the Governments, should be introduced everywhere.

“(11) The Commission, having reached the conclusion that the consumption of dross is more harmful than consumption of opium itself, finds that strict control of dross must be established, and that dross must not be left in the hands of the smokers.

“(12) The cure of opium addicts is an important step towards the suppression of opium-smoking, and increased and systematic attention should be given to this question. It is of importance not to neglect after-cure of cured addicts to prevent relapse.

“(13) The Governments concerned should immediately begin to adjust their finances to the gradual loss of revenue derived from opium. They should agree to fix a definite period within which they would undertake to make their ordinary budgets independent of the opium revenue.

“(14) The League of Nations should establish in the Far East, as a part of the Opium Section of the Secretariat, a central bureau for the opium-smoking problem, which should serve as a distribution centre for information and facilitate co-operation between the Governments concerned.”

Under Article 12 of the Geneva Opium Agreement of 1925, it is provided that a further Conference of the Powers concerned should take place not later than 1929. In November of that year, however, the Governments signatories of the Geneva Opium Agreement, agreed to postpone the proposed Conference until the Commission on Opium-smoking in the Far East had concluded its enquiry. The Council, on receiving the report of the Commission of Enquiry, asked the Secretary-General to invite the Governments concerned to communicate their observations not later than July 1st, 1931. The Secretary-General will, on the basis of these observations, make the necessary preparations for the Conference, which the Council
has decided to convene during the first ten days of November 1931. The Siamese Government
has invited the Conference to meet in Bangkok and has undertaken to contribute a sum to
cover the additional expenses involved by this arrangement. The Council has accepted the
offer of the Siamese Government.

The Chinese representative, who was invited to the Council table during the discussion of
the report of the Commission of Enquiry, took exception to certain observations embodied in the
report of the Commission on the opium situation in China. He objected that these observations
were based on information received from foreign sources. He affirmed that, during 1929,
considerable improvements had been achieved in the suppression of poppy cultivation and
opium-smoking in many provinces of China, except in a few restricted areas or in foreign
concessions and leased territories.

6. WORK OF THE PERMANENT CENTRAL OPIUM BOARD.

I. RECOMMENDATIONS AND CONCLUSIONS OF THE BOARD: REPORT TO THE COUNCIL.

IN JANUARY 1931.

The Permanent Central Opium Board submitted to the Council in January 1931 a report in
which, for the first time since its constitution late in 1928, it was able to embody definite
conclusions and to make definite recommendations as the result of its examination of the
statistics submitted to it for 1929.

The attention of the Council was drawn to the fact that the statistical information supplied
to the Board was unfortunately incomplete, even in respect of countries that were parties to the
Geneva Convention of 1925, and therefore under an obligation to supply the necessary statistics.
Many Governments had neglected to report their imports or purchases for Government purposes,
while others had not forwarded their annual statistics within the time-limits prescribed by the
Convention. The Board had been unable to complete its quarterly comparisons or to draw
final conclusions from them, owing to the fact that the statistics from Governments of countries
of importance to the traffic in narcotics had only been received after the time-limit laid down
in the Geneva Convention had expired. Moreover, particulars of seizures from certain
Governments, which should have reached the Board by the end of March 1929, had not yet been
furnished. Special attention was drawn to the almost entire lack of information from Southern
and Central American States due to the fact that the majority of them were not parties to the
Convention.

The Board submitted to the Council a detailed examination of the statistics of the
consumption of narcotics supplied by the various Governments. It draws attention to the fact
that there are very noticeable differences in respect of consumption in countries where conditions
might have been expected to be similar. The Board, while realising that it is no part of its
duty to criticise the internal consumption of countries, feels justified in asking whether the
abnormal figures in certain cases may not be partly due to drugs ostensibly for medical purposes
escaping into the illicit traffic. It expresses the conviction that the Governments of countries
in which an incredible amount of drugs is alleged to have been legitimately consumed realise
the danger and are taking the necessary steps to cope with it. It notes with satisfaction that
the Japanese Government, for example, has itself informed the League that it recognises the
quantities of cocaine manufactured in Japan to be excessive, and that they are being reduced.

The report of the Central Board gives certain data and conclusions regarding the illicit
traffic in the year 1929. It draws attention, in particular, to the vast quantities of esters of
morphine that almost certainly passed into the illicit traffic during 1929. It notes that esters
of morphine are now subject to the Geneva Convention, and that the danger from this source
has greatly diminished. It is afraid, however, that similar dangers from other drugs not yet
covered by the Convention are almost bound to arise. It is the unanimous opinion of the Board
that, in order to guard against this danger, each manufacturing country should state in its
annual statistical returns to the Board how much of each kind of drug not covered by the
Convention has been manufactured by it during the previous year.

It further points out that, apart from the tables of annual seizures the statistics supplied
to the Board deal exclusively with the licit traffic. Moreover, the tables of seizures give no
information as to the origin of the goods seized on import, and the Board emphasises the
importance of giving this information whenever possible and of reporting also — in accordance
with the Geneva Convention — the method adopted in disposing of the confiscated substance.

The Board represents that the absence of any prompt and reliable information with regard
to seizures places it in a difficult position when it is called upon to decide whether the racountry is
or is not in danger of becoming a centre of the illicit traffic. This position would be somewhat
improved if the Advisory Committee on the Traffic in Opium could furnish the Board with
quarterly summaries of its information concerning seizures. This information would be treated
as strictly confidential and would act as an alarm signal to the Board and help it to discover
possible centres of illicit traffic.
In the case of a country that produces its own raw material, manufactures its own drugs and sends no statistics, the Board will never be in a position to prove that such a country is becoming a centre of the illicit traffic. The Board therefore draws attention to the inadequacy of the Geneva Convention to deal effectively with such a country. If the Convention is to be amended, the Board suggests that it be given the power to recommend, against an offending country, not only an embargo on exports to such a country of the substances covered by the Convention, but also on imports of such substances from that country.

In order to enable the Board to determine the aggregate needs of each State in opium in every form and to prevent the escape of habit-forming drugs from the licit into the illicit traffic, the Board considers that it ought to be informed how much codeine is consumed in the various countries, and that manufacturing countries should report to the Board the quantity of codeine and its salts exported to each country.

The Board also places on record its unanimous opinion that the word "manufacturing", when used in Article 22, paragraph (b), of the Geneva Convention, must be understood to include the process of refining a crude product into one of the manufactured drugs covered by the Convention.

The Council, on January 19th, 1931, approved the following recommendations:

"(1) That the Central Board ask all the Governments parties to the Geneva Convention:

(a) To state whenever possible in the annual statistics of seizures that they supply to the Board, although under no obligation under the Convention to do so, the origin of the goods seized on import, and to report how the confiscated substances were disposed of;

(b) To report to the Board their annual imports and purchases for Government purposes, in accordance with Article 22, paragraph 3, of the Geneva Convention;

(c) To forward their annual statistics to the Board within the time-limits laid down in Article 22 of the Geneva Convention;

(2) That the annual statistics of seizures for 1929 be forwarded to the Board;

(3) That, in future, the quarterly statistics of imports and exports of narcotics be supplied to the Board within the time-limit laid down in paragraph 2 of Article 22 of the Geneva Convention."

The Council further proposed that the Secretary-General should ask the Advisory Committee to consider the following recommendations with a view to the questions involved being, if necessary, brought before the Conference on the Limitation of Narcotic Drugs, held on May 27th:

(a) That each manufacturing country should state in its annual statistics to the Board how much of each kind of drug not covered by the Geneva Convention has been manufactured by it during the previous year;

(b) That the Advisory Committee should furnish the Board with quarterly summaries of its information concerning seizures;

(c) That, if the Geneva Convention is to be supplemented by means of a Limitation Convention, the Board be given the power to recommend (in the circumstances specified by the Board in the paragraph in italics on the last page of its report) against the offending country, not only an embargo on exports to such country of the substances covered by the Convention, but also on imports of such substances from that country;

(d) That the various countries should inform the Board of their annual consumption of codeine, and that manufacturing countries should report to the Board the quantity of codeine and its salts exported to each country;

(e) That the word "manufacturing", when used in Article 22, paragraph (b), of the Geneva Convention, should be understood to include the process of refining a crude product into one of the manufactured drugs covered by the Convention.

In the course of its fourteenth session (January and February 1931), the Opium Advisory Committee agreed that the Secretariat should send confidentially to the Board for its information the quarterly summary of seizures which is being prepared for the use of the Committee. Recommendations under (a), (d) and (e) above were embodied in the draft Limitation Convention, which came before the Council in January 1931, and has been circulated to the Governments invited to the Limitation Conference. Recommendation (c) was the subject of an amendment to the draft Limitation Convention, proposed by the Yugoslav delegate, which appears in the Committee's report to the Council and which will therefore come up for discussion at the Limitation Conference.

II. The Sessions of the Board.

At its sessions held in January and April 1931, the Permanent Central Opium Board devoted, as usual, considerable attention to the international legitimate traffic in opium and other dangerous drugs, up to and including the preceding quarters for which statistics of imports
and exports of narcotics had been received — i.e., the third and fourth quarters of 1930 respectively.

The Board further examined the replies to certain enquiries which it had conducted concerning countries in which consumption for legitimate purposes, or the stocks in hand of certain substances, had caused it some concern. More particularly, the Board, during its April session, considered a report by its Secretary on visits made under its instructions to Belgium and the Netherlands in order to ascertain whether special conditions justified what, as the result of the statistics supplied for 1929 and part of 1930, had seemed to be a somewhat excessive accumulation of opium preparations in Belgium and coca leaves in the Netherlands.

In all cases the Board met with the greatest desire to co-operate. Whenever local conditions did not justify the facts to which the Board had called attention, the authorities willingly offered to meet the wishes of the Board.

At its April session, the Board examined the draft Convention for the Limitation of the Manufacture of Drugs, established by the Opium Advisory Committee at its fourteenth session and approved by the Council in January 1931. Special attention was devoted to the duties that might devolve upon the Board should the draft Convention be adopted at the Limitation Conference to be held in May 1931. The Board unanimously declared itself in favour of accepting, with some minor reservations, any duties likely to fall upon it as specified in the draft Convention.

III. IMPROVEMENT IN PENAL ADMINISTRATION.

The Howard League for Penal Reform, supported by various international organisations, requested the Council of the League, in May 1929, to institute a commission of enquiry to make a complete survey of prison conditions and to frame an international Convention to be observed by all States Members of the League in their treatment of prisoners.

The Council, in January 1930, invited the Assembly to place the question on its agenda with a view to deciding the best way in which the League might co-operate with the International Prison Commission and other interested organisations in their efforts to effect improvements in penal administration. The Secretariat of the League was meanwhile instructed to request the International Prison Commission at Berne and the Howard League for Penal Reform in London to submit memoranda on the subject.

The Assembly, in 1930, reviewing the action taken by the Council and the Secretariat, asked the Council to communicate to the Governments of States Members and non-members of the League for their observations a set of standard minimum rules for the treatment of prisoners, which had recently been drawn up by the International Prison Commission, as indicating the general principles which, in the opinion of highly qualified experts, should be followed in the application of every penitentiary system, and as embodying the minimum conditions which should, in the view of the International Prison Commission, be observed in the treatment of prisoners from the humanitarian and social points of view. The Secretary-General was further requested to submit the standard rules to the International Labour Office, the Health Committee, the Economic Committee, the Committee for the Protection and Welfare of Children and Young People, the Association internationale de droit penal and the Union internationale de droit penal, and to confer with representatives of the International Prison Commission with a view to considering the best way in which the League of Nations might co-operate with that Commission for the improvement of prison administration.

The Secretary-General, on November 19th, 1930, communicated to all Governments the resolution of the Assembly, and forwarded to them a copy of the standard minimum rules. Replies have been received from the following Governments: Colombia, Cuba, the Dominican Republic, Egypt, Estonia, Greece, the Irish Free State, Latvia, Lithuania, Mexico, the Netherlands, Norway, Panama, Persia, Portugal, Siam, the United States of America, Venezuela, and Yugoslavia. Among private associations, only the Association internationale de droit penal has up to now submitted observations.

The International Prison Commission, in response to the invitation addressed to it in January 1930, has forwarded to the Secretary-General a memorandum drawing attention to aspects of penal administration which could advantageously be dealt with internationally under the auspices of the League.

The Commission is prepared to consider any proposals which the League may desire to submit for inclusion in the agenda of its periodical congresses. The congresses of the Commission are international in character. They include official delegates of Governments and representatives of societies dealing with penal and prison law from all parts of the world. The agenda of the congresses, which have been held at intervals during the last fifty years, have hitherto been drawn up on the basis of questions suggested by the Governments concerned and by independent experts.

The International Prison Commission has set up sub-committees of enquiry to deal with special problems. Some years ago, for example, an enquiry was carried out by the Commission into the organisation and working of children's courts. The results of the enquiry were sent to the Child Welfare Committee of the League of Nations, which, in 1928, decided to continue it by collecting information concerning children's courts in countries not covered by the investigations of the Commission, and by asking all Governments for special information.
regarding the auxiliary services of the courts. The Child Welfare Committee consulted the International Prison Commission as to the form of this supplementary enquiry and as to the possibility of extending it to institutions responsible for the execution of the measures recommended by the children's courts. An effective co-operation has therefore already been established between the International Prison Commission and the Child Welfare Committee of the League.

The standard minimum rules for the treatment of prisoners were drafted by the International Prison Commission, after a lengthy preparatory study, at a meeting of the Commission held in 1930, and the tenth International Congress on Prisons, held at Prague in August of that year, recommended that they should be universally adopted and applied. The International Prison Commission at once proposed that the League should communicate these rules to the Governments, and the Assembly resolution of September 29th, 1930, was adopted in conformity with that suggestion.

The International Prison Commission considers that this resolution should form an appropriate basis of co-operation with a view to the improvement of penal administration. It urges that, though the organisation of prison systems is governed by national legislation, which necessarily varies in different countries, there are nevertheless certain international aspects in regard to which the co-operation of the League might be of the greatest assistance. It suggests that it should keep in touch with the Secretariat of the League, to which it is prepared to forward any necessary information concerning its work, and that the League should draw its attention to any questions which appear to require examination. It further suggests that the Council of the League might usefully urge those countries which do not at present participate in its work to appoint representatives to the Commission.

The Economic Committee of the League, in February 1931, expressed the view that the documents referred to it did not raise any question directly within its competence. It had therefore no observations to make in regard to the matter.

The Traffic in Women and Children Committee, during its session in April 1931, noted with satisfaction that the minimum standard rules recommended a complete separation of female from male prisoners, and provided that the supervision of female prisoners should be entrusted to female officers. It observed that the treatment of female prisoners during detention and the assistance given to them after discharge had a direct bearing on prostitution and the traffic in women and children. It regretted that time did not permit of a full discussion of this important question and decided to consider it in detail at a future session.

The Child Welfare Committee, in April 1931, expressed the view that the detention of children in prison should be absolutely excluded, and that the treatment applied to them should aim at education and training and not merely at repression. The Committee will discuss at its next session the problem of the prison system to be applied to minors.

The Health Committee, during its session in May 1931, noted the report of a Sub-Committee which it had appointed to study the reform of penal administration. It instructed the Sub-Committee to continue its work and to present a final report before the next Assembly.

16.

REFUGEE QUESTIONS.

The Assembly in 1930 decided that the work on behalf of refugees should be reorganised. The political and legal protection of the refugees remains entrusted to the regular bodies of the League of Nations. The humanitarian side of the work, on the other hand, for which, hitherto, the High Commissariat has been responsible, has, during the period of winding up the work on behalf of the refugees, been entrusted to an international office placed under the authority of the League in accordance with the principles of Article 24 of the Covenant.

M. Max Huber, President of the International Committee of the Red Cross and former President of the Permanent Court of International Justice, was appointed President of the Office and entrusted with the task of preparing the statutes of the Office and submitting them to the Council of the League for approval.

The Council, during its session in January 1931, examined and approved the statutes submitted by M. Huber. The statutes were published in the Official Journal of the League for February 1931.

The governing body of the Nansen International Office for refugees met for a first session at Geneva on March 10th and 11th, 1931. It took all the necessary steps to enable the
Office to begin work as soon as possible, adopted rules of procedure, financial regulations and regulations for the organisation of the staff. The texts of these regulations were published in the *Official Journal* of the League for April 1931.

The Governing Body of the International Office met for a second session on April 27th and 28th, 1931. It drew up the budget of the Office for the year 1932 and considered various questions referred to it by the Assembly in 1930, more particularly the preparation of a plan for the liquidation of the refugee work at a date not later than December 31st, 1939, the situation of the Armenian refugees in Greece, and an appeal for funds. It noted with gratitude that steps had been taken to issue an appeal with a view to the creation of a Nansen Memorial Fund to finance the work on behalf of the refugees, and recommended that the appeal should be launched on May 13th, the first anniversary of the death of Nansen.

The appeal was issued by an international committee consisting of M. Briand (France), Viscount Cecil of Chelwood (Great Britain), Dr. Curtius (Germany), M. Grandi (Italy), Mr. Arthur Henderson (Great Britain), M. Masaryk (Czechoslovakia), M. Mowinckel (Norway) and M. Venizelos (Greece).

It was pointed out that there still remained in various European countries, in China and in Asia Minor, some 170,000 unemployed refugees able to work, and over 60,000 aged, infirm infant refugees for whose welfare little or no provision existed. To complete the work, further funds were required, and but for his death an appeal for those funds would have been issued by Dr. Nansen during the summer of 1930. The money was needed in order to finance the work of constructive settlement according to a programme laid down by Nansen himself. The programme included advances for agricultural colonisation, the provision of employment, the establishment of a training colony and other relief measures.

The International Office entered upon its duties officially as from April 1st, 1931. The Refugees Section of the Secretariat of the League of Nations was dissolved on that date and its staff taken over by the International Office.

17.

**INTERNATIONAL RELIEF UNION.**

The instruments of ratification of the Convention of July 12th, 1927, were deposited on behalf of Greece on January 16th, 1931, and on behalf of Bulgaria on May 22nd, thus bringing up to 451 units the number of shares in the initial fund of 600 units which must be subscribed before the Convention can come into force.

The Secretariat has been informed that the Parliament of Turkey has approved a bill for the deposit of the instrument of ratification. This, however, has not as yet been forwarded. The instrument of ratification will shortly be deposited on behalf of Czechoslovakia.

The attention of the competent authorities in other countries has been drawn to the question of ratification. There are good reasons to hope that, in the near future, as a consequence of further ratifications, the number of shares to be subscribed by the States towards the constitution of the initial fund will be made up and that the Convention will come into force.

18.

**INTELLECTUAL CO-OPERATION.**

The Committee of Enquiry appointed to study the programme of work and organisation of the Committee on Intellectual Co-operation and of the organisations under its authority submitted its report in April 1930. The report, approved and amended by the Committee on Intellectual Co-operation in July of that year, was endorsed by the Council on September 9th, and by the Assembly on October 3rd, 1930. The Assembly expressed its conviction that, as a result of the re-organisation, interest and sympathy in the work of intellectual co-operation would be extended, and that there would be increased contact and closer relations between qualified bodies and individuals in respect of scientific studies and research work.

The Assembly declared its special interest in the arrangements made with a view to encouraging the instruction of youth in the aims of the League, particularly by the establishment of an educational information centre.

The principal body dealing with intellectual co-operation is the International Committee. It is an advisory body of the Council and Assembly; it directs the work as a whole and supervises the general activities of the organisation. It meets once a year as a Committee and as a Governing Body of the Institute.

Between the annual sessions of the International Committee, an Executive Committee follows and directs the development of intellectual co-operation and carries into effect any decisions which may be taken; while, between the annual sessions of the Governing Body, a Committee of Directors manages the affairs of the Institute. The Executive Committee and the Committee of Directors, which are composed of the same persons, sit simultaneously four times a year in Paris or Geneva.

The Sub-Committees of the plenary International Committee on Intellectual Co-operation have been suppressed, one of them — the Sub-Committee for Arts and Letters — being replaced by a permanent committee. When, under the revised procedure, a new question is placed on the programme, the Executive Committee, if it thinks fit, instructs the Institute to collect international data in regard to it. The Executive Committee then reviews the information collected and decides whether the subject should be examined by experts. The experts submit a report to the plenary Committee, which determines the steps to be taken, including, if it so decides, the constitution of a committee of experts appointed for a long period. There are accordingly two kinds of committees of experts — namely, those which are constituted temporarily for the study of a special question — to be settled or abandoned after enquiry — and those appointed for a long period. A third type of committee may also be appointed for a preliminary study of a question prior to its being placed on the programme of intellectual co-operation.

A feature which distinguishes the revised procedure of the Organisation for Intellectual Co-operation — apart from the simplification and greater elasticity of its administrative machinery — is the establishment of a definite programme. The programme was divided by the Committee of Enquiry into six essential and fundamental questions:

1. To develop the exchange of ideas and to effect personal contacts between the intellectual workers of all countries;
2. To encourage and promote co-operation between institutions doing work of an intellectual character;
3. To facilitate the spread of the knowledge of the literary, artistic and scientific efforts of different nations;
4. To study jointly certain major problems of international bearing;
5. To support the international protection of intellectual rights;
6. To make known by educational means the principles of the League of Nations.

2. Plenary Committee.

(a) Partial Renewal of the Committee.

The Council, in 1926, fixed the term of office of the members of the Committee at five years. Of the seventeen members of the Committee, thirteen have already been in office since 1926 and were due to retire on June 16th, 1931.

The Council, during its session in September 1930, was struck by the disadvantages which would result from an almost complete renewal of the membership of the Committee coinciding with the execution of a programme of re-organisation. It accordingly decided, on September 9th, 1930, to replace the members of the Committee by successive stages over a period of three years. The members of the Committee will therefore retire in the alphabetical order of their names in groups of five during 1931, 1932 and 1933. In accordance with this arrangement, five members of the Committee — Mlle. K. Bonnevie (Norway), Sir Jagadis C. Bose (India), M. Julio Casares (Spain), M. A. de Castro (Brazil) and M. Mariano H. Cornejo (Peru) — retired in June 1931 and were replaced by five new members appointed by the Council in January 1931: M. Gösta S. Forsell (Sweden), Mr. Sarva Palli Radhakrishnan (India), M. Sanín Cano (Colombia), M. José Castillejo (Spain) and M. Henri von Shwik (Austria).

(b) Meeting of the Committee.

The International Committee on Intellectual Co-operation will meet for its thirteenth session on July 20th, 1931. The results of the session will be summarised in the Supplementary Report.

3. Permanent Committee for Arts and Letters.

The Committee will hold its first session on July 6th, 1931, and its proceedings will be summarised in the supplementary report to the Assembly. The Committee is composed as follows: Professor Béla Bartók (Hungary), M. Karel Capek (Czechoslovakia), M. Costa du Heils (Bolivia), M. Henri Focillon (France), M. Julien Luchaire (France), M. Salvador de Madariaga (Spain), Dr. Thomas Mann (Germany), M. John Masefield (England), M. Ugo Ojetti (Italy), M. Georges Oprescu (Roumania), Professor Ragnar Ostberg (Sweden),
M. R. PARIBENI (Italy), Mme. Nini ROLL-ANKER (Norway), M. Josef STRZYGOWSKI (Austria), Mlle. H. VACARESCO (Roumania), M. Paul VALERY (France), and Dr. A. W. WAETZOLDT (Germany).

Professor Gilbert MURRAY (Great Britain), M. DESTREE (Belgium) and M. DE REYNOLD (Switzerland) will represent the plenary Committee.

4. EXECUTIVE COMMITTEE.

The Executive Committee has, since the last Assembly, held three sessions at the Institute of Intellectual Co-operation in Paris. Its activities may be divided into four principal categories. First, it has dealt with certain questions of an altogether exceptional character, the period 1930-31 being regarded as a year of transition. Among these questions are included the organisation of the Institute and the establishment of its budget. Normally, these matters fall within the province of the Governing Body and the Committee of Directors of the Institute, the Executive Committee dealing more particularly with questions relating to the programme of work. It was felt, however, that, during the first year of the organisation, the Executive Committee, in view of the fact that one of the objects of the reforms introduced was to adapt the machine to the work which it was required to undertake, would do well to examine both the questions relating to the programme of work and administrative problems.

Secondly, the Executive Committee has followed the development of the questions which the Plenary Committee placed on the programme of Intellectual Co-operation in July 1930 and which the Institute in Paris or, in certain cases, the Secretariat at Geneva was instructed to undertake.

Thirdly, the Executive Committee has had to decide as to the placing on the programme of numerous problems referred to it by the Plenary Committee.

Finally, it has examined a certain number of suggestions made to it in the course of the year. The Committee has, among other things, taken decisions regarding the constitution and appointment of committees of experts and the convening of groups of experts. In each case it made a preliminary examination of the questions to be submitted to committees of experts, noted the work done by those committees, and determined the action to be taken as the result of their conclusions. Decisions were reached as to the publication of the *Ibero-American Collection* and the second edition of the *Index Bibliographicus*.

In dealing with the instruction of youth in the aims and objects of the League, it considered the organisation of school information centres in Geneva and Paris, and made a first allocation of duties as between these two centres, indicating the methods to be followed in working together. It also examined questions relating to the publication of the *Educational Survey* of the League of Nations. With a view to giving effect to resolutions upon the use of libraries and school museums for the encouragement of the instruction of youth in the aims of the League, the Committee recommended the most appropriate practical measures. The attention of the Committee was also directed to the question of the protection of national parks and the constitution of an international library of translations. It requested the Institute to undertake preliminary studies with a view to facilitating a later decision on this subject by the plenary Committee.

Among the questions which the Executive Committee examined with particular care were proposals for collaboration received from the International Labour Office and the Chinese Government. The International Labour Office has invited the assistance of the Organisation for Intellectual Co-operation in studying the problem of the use to be made by workers of their leisure, while the Chinese Government desired to ensure collaboration with the competent bodies and institutions of the League of Nations in the scientific and intellectual field.

5. REQUEST OF THE CHINESE GOVERNMENT.

The Chinese Government, desiring to render more numerous and frequent the intellectual relations of China with the League of Nations, has proposed to the International Committee on Intellectual Co-operation that an interchange of professors should be organised.

Further, the Chinese Government has asked the Organisation for Intellectual Co-operation for precise information as to its method of work, more particularly as to the powers of the International Institute in Paris and the International Educational Cinematographic Institute at Rome.

Finally, the Chinese Government has asked the Council of the League of Nations to consider a proposal under which the Organisation for Intellectual Co-operation would be asked to frame a scheme of re-organisation of the system of public education in China. The Council of the League has accepted the suggestion of the Chinese Government and has instructed the Organisation for Intellectual Co-operation to take the necessary steps.

6. COMMITTEES OF EXPERTS.

Among the recommendations of the Committee of Enquiry regarding the methods of work of the Organisation for Intellectual Co-operation, one of the most important related to the use to be made of committees of experts. During the period under review, several committees have met or been convened. Others have been constituted with a view to action at a later stage.
Among these should be noted the Committee of Representatives of Official Bodies for the Co-ordination of Intellectual Rights (Paris, March 10th) and the Committee of Documentary Experts (April 2nd). Further, the Committee of Library Experts met at Paris on June 4th, and the Committee for the Study of Scientific Questions has been convened to meet at Geneva in July. The Executive Committee has also constituted a committee with instructions to draft a programme for an enquiry into intellectual life. This committee will meet during the first six months of 1932.

7. NATIONAL COMMITTEES.

The International Committee on Intellectual Co-operation, endorsing the conclusions of the Committee of Enquiry, has emphasised the important part played by National Committees. The Secretariat of the Committee and the Institute of Intellectual Co-operation have endeavoured to promote closer contact with the National Committees already in existence and to encourage, as far as possible, the activities of these Committees in their respective countries. The existing Committees have made considerable progress in the course of the year and their number has increased.

Since the last Assembly, new National Committees have been constituted, or are in process of constitution, in Bolivia, Colombia, Free City of Danzig, India, Mexico and Venezuela. The total number of Committees is now thirty-nine.

A general desire has been expressed that the plenary Committee shall convene a conference of the representatives of the National Committees. Only budgetary reasons have obliged it to postpone a project which the Committee has already adopted in principle and which is in entire accord with its views.

8. SCIENTIFIC PROPERTY (RIGHT OF THE SCIENTIST).

The Secretary-General, under a resolution adopted by the Council in September 1928, was asked to forward to all the Governments Members of the League and to the States non-members a circular letter covering a preliminary draft Convention on the protection of scientific property, together with a note explaining certain methods of application designed to prevent any hindrances to the activities of economic circles exploiting protected scientific discoveries.

The object of this consultation was to collect the observations of the Governments on the provisions of the draft, and to ascertain whether they were disposed to accept it as a basis for discussion at a conference at which they would be represented.

The Secretary-General, supplementing this first communication, forwarded to the Governments a second letter on March 24th, 1931, communicating a memorandum embodying important observations on the draft Convention by the Italian National Committee on Intellectual Co-operation.

Twenty-seven replies have up to now been received by the Secretary-General; fifteen of these replies merely acknowledged receipt of the communications. Three Governments have declared their readiness, in principle, to take part in the conference.

The International Institute of Intellectual Co-operation has forwarded to the National Committees on Intellectual Co-operation the documents communicated to the Governments with a view to receiving their comments.

The International Committee on Intellectual Co-operation, at its next session, will examine the first results of the consultation with a view to continuing the preparation of the proposed conference.

9. ACTIVITIES IN CONNECTION WITH EDUCATION.

The Council, on January 22nd, 1931, decided to increase from 14 to 16 the number of members of the Sub-Committee of experts for the instruction of youth. During its sessions in September 1930, January 1931 and May 1931, it accepted the resignations of certain members of the Sub-Committee and filled the vacancies thereby created.

At meetings during 1930 of the Sub-Committee of Experts and of the third Conference for the Scientific Study of International Relations, suggestions were put forward for a co-operation between these two organisations. It was felt that instruction in international affairs in elementary and secondary schools might gain considerably from a closer contact with persons and institutions occupied in research work in the same field. The Joint Committee was set up, consisting of three delegates from each organisation. The Joint Committee met for the first time in June 1931 and discussed methods of future co-operation with a view to making the results of research available for the practical teacher. It further discussed a scheme for a collective study tour for teachers and persons engaged in educational administration.

The Sub-Committee of Experts, during its session in 1930, authorised its chairman to convene in the intervals between its plenary meetings such of its members as might seem most qualified to note results achieved and give instructions regarding the work in progress. The first of these meetings was convened to be held on July 3rd, 1931.

It will discuss the following questions at present under consideration by the educational information centres at Geneva or Paris: revision of school text-books, scholastic museums as
mediums for education in international affairs, libraries and publications, cinematography and broadcasting, exchanges of secondary-school pupils, teaching concerning the League of Nations in distant countries, results of the Joint Committee Meeting at Copenhagen the programme and work of the Educational Information Centre.

10. ABOLITION OF CUSTOMS DUTIES ON EDUCATIONAL FILMS.

As a result of a decision taken by the Council of the League on May 13th, 1930, the Secretary-General, on July 14th, 1930, addressed to the States Members of the League and to certain States non-members a circular letter covering a draft Convention for the abolition of Customs duties on educational films. The draft Convention, established by a Committee of Experts, was accompanied by a recommendation of the Economic Committee of the League. The Governments were asked whether this draft might, in the view of their Governments, be accepted as a basis for discussion at an international conference, and whether they were prepared to be represented.

On May 13th, 1931, thirty-seven States had replied to the circular letter. Eighteen States declared that the draft Convention might, in their view, constitute a basis of discussion at an international diplomatic conference, in which they were prepared to participate.

11. THE WORK OF THE INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION.

The Institute of Intellectual Co-operation has, as in previous years, continued to keep in touch with the National Committees of Intellectual Co-operation.

The number of State delegates accredited to the Institute remains at forty-four.

The Institute has endeavoured to provide the National Committees or the State delegates with such documents as may enable them to follow the work of the International Organisation for Intellectual Co-operation.

Publications.

The review entitled La Coopération intellectuelle has been replaced by the Bulletin de la Coopération intellectuelle. This is a monthly periodical devoted to the work of the Committee on Intellectual Co-operation, its dependent bodies and the Institute, reserving as large a space as possible for the activities of the National Committees. The Bulletin also contains accounts of the activity of intellectual institutions, national or international.

The Institute has also published during the year a new edition of its “List of Holiday Courses in Europe”; a “List of National Institutes abroad” and a “List of International Students’ Associations”, with certain “Works of Reference for Students working abroad.”

It has issued a list of institutes for the scientific study of international relations and, with a view to a conference on this question, held at Copenhagen in June 1931, an “International List of Centres of Political Information”. A “List of Notable Books appearing in the Various Countries during 1929” was this year published for the last time. It was established, as in previous years, on the basis of information given by the National Committees. The substitution for this work of an exchange of information between the large libraries for the purchase of foreign works is under consideration.

Literary Questions.

The Institute has taken up the problem of establishing an international bibliography of translations. It remains in touch with a certain number of professional associations of men of letters and publishers.

The two first volumes of the first series of the Ibero-American works appearing in a French translation have now been issued. Further volumes are in preparation.

Rights of Authors.

A conference of Institutes specialising in the study of intellectual rights met at the Institute in March and established a programme of collaboration between the International Bureau at Berne, the International Labour Office, the International Institute at Rome for the Unification of Private Law, the Legal Section of the Secretariat of the League, and the Institute. The Institute, moreover, is in communication with the International Bureau at Berne with a view to developing the publication in the monthly periodical of the Bureau of the laws relating to authors’ rights.

The Institute continues, at the request of other institutions specialising in intellectual rights, to keep in touch with private associations dealing with these questions.

University Relations.

The Institute assumes responsibility for the secretarial arrangements of the annual meeting of the directors of National University Offices and International Students’ Associations. This year the offices and associations, for the first time, held a joint meeting, at which subjects
of common interest were examined. The Institute has further organised a conference of Institutions for the Scientific Study of International Relations. This meeting was convened at Copenhagen on June 8th, 1931.

Finally, at the end of 1931, a small conference of directors of higher education will meet for the first time.

The Institute continues to be responsible for the secretarial arrangements of the permanent committee dealing with international correspondence between students and the publication of the Bulletin devoted to that correspondence.

International Organisation of Archives.

The German and Italian National Committees have suggested to the plenary Committee that there should be an international organisation of archives. A committee of experts, including the directors of nine of the central administrations dealing with archives, met at the Institute at the beginning of April. The Committee has forwarded a report to the plenary Committee, recommending that there should be periodical contact between the administrations dealing with archives, and has established a complete scheme of collaboration to be entrusted to the Institute for application.

Scientific Questions.

The Executive Committee of the plenary Committee has decided to consult a small committee of experts on the desirability of the Organisation for Intellectual Co-operation assisting in the co-ordination of scientific work and the general organisation of such work. This Committee will establish a programme of intellectual co-operation in the exact sciences.

The Institute has published in its monthly Bulletin bibliographical information and data regarding scientific congresses.

Education Questions.

The Institute has undertaken an enquiry into school handbooks in accordance with resolutions adopted by the Sub-Committee of Educational Experts for the Instruction of Youth and approved in July 1930 by the plenary Committee.

The question of the possible organisation on international lines of co-operation between educational museums is also under consideration.

Further, the Institute has remained in touch with the private associations dealing with instruction concerning the League of Nations.

Finally, it has prepared a report on international interchanges between young people. Other problems of an educational character, such as the question of the use of wireless, are under investigation.

Enquiry into Intellectual Life.

The Committee which was instructed to establish the programme for enquiry into intellectual life has been constituted, but will probably not meet until 1932.

Bibliography and Co-ordination of Libraries.

The Institute, owing to the support of the German National Committee on Intellectual Co-operation, has issued a second edition of the Index Bibliographicus, an analytical list of the sources of current bibliography. A second French edition, and perhaps a first English edition, is also contemplated of the guide to national information services, loan services and international exchanges. A national guide to abbreviations used in the titles of periodicals appeared in October 1930.

The Committee of Library Experts was convened for its annual meeting at the Institute on June 4th, 1931. It dealt in particular with popular libraries in relation to the question of the employment by workers of their leisure and in conformity with the recommendations of the Sub-Committee of Educational Experts on the use of libraries in spreading knowledge of the League of Nations.

Artistic Questions.

An agreement has been concluded between the International Commission for Popular Arts and the Organisation for Intellectual Co-operation, to which the former will be attached for a first period of 5 years.

The second Congress on Popular Arts was held last year in August-September 1930 in Antwerp, Liège and Brussels. The International Institute of Intellectual Co-operation was represented.

The third plenary meeting of the International Commission for Popular Arts will be held next year at Stockholm. The Institute is issuing the records and memoranda of the first International Congress of Popular Arts held at Prague in 1928, and has also been authorised to collect information on the question of the protection of national beauties and more particularly the protection of national parks.

The Institute, at the request of the International Labour Office, has undertaken an enquiry into the question of popular arts and of popular libraries in relation to the question of the use by workers of their leisure.
The Permanent Committee for Arts and Letters contemplates the constitution of an international centre for institutes of archaeology and institutes dealing with the history of art. The Institute for Intellectual Co-operation has been asked to prepare, with the assistance of European experts and the National Committees of Intellectual Co-operation, a scheme which will later be submitted to the Permanent Committee.

International Office of Museums.

The International Office of Museums has convened at Rome a conference for the study of scientific methods applied to the examination and preservation of works of art. This conference has established a programme for the Office in dealing with this matter. The Office is organising a new meeting for the autumn of 1931, which will be devoted to architectural monuments.

The review *Mouseion*, the publication of the Office, is now appearing every three months. Supplements in German, English, Spanish and Italian, published in the review since last year, have secured it a wider distribution. The Office continues to edit the International List of Monuments, and is preparing lists for Austria, Roumania and Greece. It is also editing a volume on the modern architecture of museums.

The Office is preparing an international agreement for the protection of the marks of origin of studios preparing casts and another agreement on casts from casts. Further international exhibitions of chalcography have been organised at Angers, Tours, and the Grand-Duchy of Luxemburg. The Office has created a wireless service under an agreement with the "Union Internationale de Radio-Diffusion" for propaganda on behalf of museums. It has further studied, with the assistance of the International Educational Cinematographic Institute at Rome, the use of films for the benefit of museums.

Among the work in progress, reference may be made to enquiries made by the Office with a view to an international agreement for the protection of the artistic patrimony of each country, the adoption of small museums by larger institutions, the unification of conditions under which works of art in museums may be copied, a more rational organisation of deposits and reserves, the development of exchanges between museums, the study of conditions governing the acceptance of legacies and gifts, the establishment of a list of dismembered works of art and studies in technical museography.

Finally, the Office has now an information centre, including an international library of publications, dealing with museums and a collection of catalogues of public sales of works of art.

12. INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

The Council of the League of Nations, during its session held in January 1931, noted the report presented by the Governing Body of the International Educational Cinematographic Institute on its work during the period October 1929 to October 1930. The Council further nominated new members to the Governing Body of the Institute in view of the fact that the suppression of the sub-committees of the Committee on Intellectual Co-operation had brought to an end the term of office of the members who sat on the Governing Body as representatives of the sub-committees.

(a) The Council, on January 19th, 1931, adopted a resolution noting the results achieved by the Institute during the year. Considerable efforts have been made by the Institute to awaken the interest of all those dealing with the educational film. An extensive programme of work had been framed. The Institute has got into close touch with the international organisations whose objects are similar to its own. For example, it has undertaken in agreement with the Secretariat of the League of Nations, the preparatory work for the establishment of an International Convention for the Abolition of Customs Duties on Educational films. Similarly, it has concluded with the Secretariat an agreement providing for the collaboration of the two organisations with a view to encouraging the production of educational films on the League of Nations. This agreement provides, among other things, that a positive of each of the films on the League of Nations should be kept at the Institute, which will thus build up what may be described as a cinematographic history of the League. All the efforts of the Institute in this field of education of young people has been carried out in close co-operation with the International Child Welfare Committee of the League, while its work in the field of health has been undertaken in co-operation with the Health Section of the League. The Institute has also collaborated with the International Labour Office, the International Institute of Agriculture, the International League of Red Cross Societies and the International Council of Women.

The Institute has continued its efforts to establish more intimate relations with the national organisations. National Committees have been accredited to the Institute to represent the official and private interests of the countries concerned. The success of the efforts of the Institute is particularly demonstrated by the fact that requests for information are becoming yearly more numerous, both from public and private associations.

Among the most interesting developments of the Institute during 1930 should be mentioned: its studies on the use of the film in the sphere of health in general and social health in particular; its study of cinematography as applied to education; its studies of the effects of cinematography from the social, psychological and pedagogical point of view; its medical and technical researches into the effects of the cinema upon the eyesight; its comparative studies on the censorship of films in various countries; its studies on the cinematograph as applied to agriculture and on the social aspect of the cinematograph; its enquiry into the definition of the expression "educational film"; and the establishment of a technical lexicon. Special mention
should be made of the enquiry undertaken into the use of the cinema for the prevention of industrial accidents. The Committee of Experts convened by the institute in agreement with the International Labour Office concluded its work by the adoption of resolutions which were received with great interest in all circles concerned with the development of cinema technique.

(b) The Governing Body of the Institute, noting the result of the work undertaken adopted the programme of the Institute for the coming year. Apart from the continuation of tasks already begun, the essential features of the programme are the following: studies of the problem of the non-inflammable film and of the censorship of films for minors; development of the enquiry into the educational film; contribution of women to the study of questions of a social and moral character in relation to the film. Moreover, the Institute has been asked to prepare reports on the following questions: the use of the cinema in agriculture; possibilities of applying the cinema in the field of social insurance; the history of ocular instruction; the preservation of films of historical value; the upkeep of films for schools; the use of films in scientific research and in scientific and university education.

All the discussions on educational films have emphasised the necessity for a precise definition. The Governing Body has appointed a Committee of three members to make a preparatory study with a view to establishing such a definition.

(c) The Income and expenditure in the budget for the financial year 1930 amount to 1,131,000 lire. The receipts include a levy of 201,000 lire on the reserve fund. Owing to the increase of the subsidy of the Italian Government by 200,000 lire and the new subsidy of 30,000 lire from the Polish Government, it has been possible to avoid drawing from the reserve fund as contemplated.

The draft budget for 1931 shows estimates of 1,206,000 lire for income and expenditure. The improvement of the financial position as compared with previous years is indicated more particularly by the facts that no resort to the reserve fund is contemplated and that the publication of the Review shows a profit.

(d) The Council, in consequence of the re-organisation of the International Committee of Intellectual Co-operation, was asked, during its session from October 8th to October 10th, 1930, to nominate new members to the Governing Body of the Institute. The following were appointed: Dr. Thomas E. Finnegam (United States), M. Henri Focillon (French), Dr. Hugo Kruss (German), Dr. Leon Chrzanowski (Polish) and M. Georges Oppescu (Roumanian).

The Council, at a later session, appointed M. Yoshida, Ambassador of Japan at Rome, as successor to M. Nitobe (resigned).

19.

INTERNATIONAL BUREAUX.

I. RELATIONS WITH INTERNATIONAL BUREAUX.

Two international bureaux have, since the last Assembly, been added to those placed under the authority of the League of Nations in conformity with Article 24 of the Covenant.

The first is the Nansen International Office for Refugees at Geneva, created by a resolution of the Assembly of September 30th, 1930. The second is the International Exhibitions Bureau in Paris, set up under Article 10 of the International Exhibitions Convention. The Convention was registered at the Secretariat of the League of Nations in January 1930, when it came into force.

1. INTERNATIONAL HYDROGRAPHIC BUREAU.

The Bureau continues to send to the Secretariat its publications, reports and circular letters addressed to its members.

2. INTERNATIONAL COMMISSION FOR AIR NAVIGATION.

The Commission has sent to the Secretariat all its publications. In July 1931, it was represented at the meetings of the Committee for Co-operation in Civil Aviation, while in September 1930 and in May 1931 it attended meetings of the Advisory and Technical Committee for Communications and Transit of the League. The meeting of the Legal Sub-Committee of the International Commission for Air Navigation, which took place in Paris in February 1931, was of special interest to the League. It considered the adoption of a draft Convention for the identification of aircraft effecting transport on behalf of the League. The question of the guarantees to be afforded to aircraft undertaking transport on behalf of the League in
times of crisis was also studied and placed on the agenda of the nineteenth session of the International Air Navigation Commission, which was due to meet in London from June 3rd to June 6th, 1931.

3. CENTRAL INTERNATIONAL OFFICE FOR THE CONTROL OF LIQUOR TRAFFIC IN AFRICA.

The Bureau continues to send to the Secretariat the information forwarded to it by the parties to the Convention of St. Germain on the traffic in spirituous liquors in Africa.

4. INTERNATIONAL COMMITTEE OF CONGRESSES FOR PUBLIC RELIEF.

The relations of this bureau with the League have continued along the usual lines.

5. NANSEN INTERNATIONAL OFFICE FOR REFUGEES.

The establishment of the Nansen International Office for Refugees and the duties of the Office are described in a separate chapter of the report.

6. INTERNATIONAL EXHIBITIONS BUREAU.

The President of the International Exhibitions Bureau, M. Alphonse Dunant, in a letter dated April 30th, 1931, addressed a request to the Council of the League to the effect that the International Exhibitions Bureau should be placed under the authority of the League of Nations in conformity with Article 24 of the Covenant.

The Council, on May 20th, 1931, decided to accede to this request.

The International Exhibitions Bureau was established in January 1931 under Article 10 of the International Exhibitions Convention signed at Paris on November 22nd, 1928. This Convention regulates as between the contracting countries various questions relating to international exhibitions, their character, duration, frequency, participation of the countries invited and competition between countries in the organisation of exhibitions of the same kind. The Convention has so far been ratified by eleven Governments and came into force in January 1931. It was registered at the Secretariat of the League of Nations on the 17th of that month upon the request of the British and French Governments.

The International Exhibitions Bureau is entrusted with the task of supervising the application of the Convention. The Governing Body is composed of members nominated by the contracting countries. The competence of the Bureau is defined by the Convention and the budget is provisionally fixed at £4,000 sterling. The Bureau entered upon its duties as soon as the Convention came into force.

The Secretariat of the League of Nations and the International Exhibitions Bureau are negotiating with a view to settling ways and means of giving effect to the resolution of the Council.

* * *

The Secretariat has continued its study of the requests formulated by the International Association for Life-saving and First-aid to the Injured and by the Permanent International Secretariat for the Unification of Pharmacopoeias, which have asked to be placed under the authority of the League in accordance with Article 24 of the Covenant.

II. RELATIONS WITH INTERNATIONAL ORGANISATIONS.

1. GENERAL OBSERVATIONS.

The Section for International Bureaux continues to collect information as to the constitution and activities of public and private international organisations upon the lines hitherto adopted. It has in this way been able to respond to the requests for information, which are becoming continuously more frequent. The methodical work undertaken in this field has not yet produced its full results, but has already proved its utility and met with the approval of all the associations interested in its development.

2. PUBLICATIONS.

(a) Quarterly Bulletin of Information on the Work of International Organisations.

The Bulletin has been found extremely useful to international associations, and has fully met the object for which it was established.
An increasing amount of information is forwarded to the Secretariat for insertion in the Bulletin, which now constitutes one of the most complete sources of information on the periodical activities of international associations.

(b) Handbook of International Organisations.

The Handbook of International Organisations appeared last year in English, and it has only been possible to publish this year a supplement devoted to the associations which were not mentioned in previous editions. Numerous questionnaires have been sent with a view to the preparation of this publication, which will be issued in the last months of 1931.

## 20.


The conclusions of the Committee of Enquiry appointed by the Assembly in 1929 to prepare a report on the organisation of the Secretariat, the International Labour Office and the Registry of the Permanent Court of International Justice, were summarised in the supplementary report presented to the Assembly in 1930. The Assembly on October 3rd, 1930, approved the general obligations of the staff and the rules upon the duration of engagements proposed by the Committee of Enquiry and endorsed by the Fourth Committee of the Assembly. It requested the Secretary-General to amend the staff regulations in accordance with these proposals and to submit a revised text to the next Assembly. It further approved the staff pensions scheme and instructed the Secretary-General to take all necessary measures to ensure its applications as from January 1st, 1931.

There were, however, certain questions in regard to which the Committee of Enquiry had failed to reach unanimous conclusions and on which the Assembly did not desire at that moment to take a final decision. It accordingly requested its General Committee to appoint a new Committee of Enquiry with instructions to submit a report not later than May 1st, 1931, for examination in due time by the States Members of the League of Nations and submission to the Assembly in September 1931. The new Committee was asked to consider the retention or elimination, the increase or reduction of the posts of Under-Secretary-General, as well as the consequences resulting therefrom, together with all cognate questions which the previous Committee had thought it necessary to adjourn in the course of its work. According to this decision the terms of references of the Committee of Thirteen were limited to the following questions:

1. The question of the Under-Secretaries-General;
2. The question of the salaries, conditions of engagement, etc. of the Secretary-General, Deputy-Secretary-General, Under-Secretaries-General, Directors and Treasurer;
3. The questions of the salaries of Chiefs of Sections and of the Secretary-General's Chef de Cabinet, submitted to it by a separate decision of the Fourth Committee.

The Committee held that it was not competent to consider the questions of the salaries of Counsellors or of septennial leave for officials of the First Division, as these questions had been postponed for consideration by the Assembly in 1931.

The Committee agreed upon the necessity of keeping a Secretary-General and Deputy Secretary-General at the head of the Secretariat.

In regard to Under-Secretaries-General the Committee considered three possibilities: complete abolition of the post, an increase in the number from three to five or six, and the status quo. The proposal to abolish the post was rejected by seven votes to three, with one abstention. The proposal to increase the number of Under-Secretaries-General was rejected by six votes to five. To obviate any possibility of misunderstanding a vote was then taken upon a pure and simple maintenance of the status quo. By nine votes to two, with one abstention, the Committee declared itself to be not in favour of that solution.

It remained to ascertain whether the Committee could arrive at an agreement on certain modifications to be made in the status quo. It finally concluded that a fundamental change in the organisation of the higher ranks of the Secretariat in the comparatively near future might

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1 See Official Journal, 1930, Special Supplement, No. 84, page 389.

2 In the case of the Secretariat, this question applies only to a Chief of Section in charge of one of the Sections approved by the Assembly — i.e., to an officer performing the duties of a Director.
create difficulties and that it would be preferable to maintain that organisation provisionally as it stood. It suggested, however, that within three years' time the Council and the Assembly should once again consider the problem either of maintaining or of abolishing, increasing or reducing, the posts of Under-Secretary-General, it being understood that the question would at once be taken up should the present Secretary-General retire before the termination of that period. The Committee meanwhile recommended that any new or renewed contracts concluded with the Deputy Secretary-General or the Under-Secretaries-General should have a maximum duration of three years and contain a clause providing for their possible denunciation within one year from the date on which the Secretary-General officially notified the Council of his intention to resign, the denunciation to take effect as from the date on which the new Secretary-General assumed his duties or in the year following.

Some members of the Committee, while accepting the recommendation, desired that their opinion should be recorded that the solution was not satisfactory and that they would have preferred either a provisional enlargement of the number of Under-Secretaries-General or their complete suppression.

The Committee was asked to consider a draft resolution which had been submitted by the Irish delegation to the Fourth Committee of the Assembly in 1930 to the effect that in future there should, as a general rule, be no appointment of more than one national of any State among the higher officers of the Secretariat over and including the rank of Director of Section upwards. The Committee considered that it would be difficult to adopt rules laying down a strict allocation of nationalities and that the first and foremost consideration in the appointment or promotion of officials to one of the higher posts in the Secretariat must be the knowledge and capacity of the candidate. In making the choice, however, account should be taken of the representation of the different forms of national civilisation.

The Committee concluded that no change should be made in the present system of salaries of the principal officers of the Secretariat pending a final decision as to their number and organisation. It recommended that the normal term of office of the Secretary-General should be for ten years, subject to the right of the Council to prolong the appointment with the approval of the majority of the Assembly. The term of office of the Deputy Secretary-General should, in future, be for seven years, renewable in exceptional cases.

The Committee did not think it desirable to put forward any new proposals in regard to the entertainment allowances granted to these officials.

The Committee proposed no change in the scale of salary at present in force for Directors, but recommended that the salary of the Treasurer should be equivalent to that of a Director. Having regard to the provisional character of its recommendations in connection with the Under-Secretaries-General, it did not adhere to the proposal of the previous Committee of Thirteen to the effect that the Registrar of the Permanent Court should be assimilated as regards salary to the Under-Secretaries-General, but proposed that he should receive a maximum salary of 32,000 florins as determined by a resolution adopted on September 10th, 1929, by the Permanent Court of International Justice.

The Committee proposed that the maximum salary for a Chief of Section and for the Chef de Cabinet of the Secretary-General should be raised from 33,000 to 40,000 francs and that the Deputy Registrar of the Permanent Court of International Justice should be assimilated to this class of official.

21.

VISIT OF THE SECRETARY-GENERAL TO CERTAIN LATIN-AMERICAN COUNTRIES.

On September 25th, 1930, the Council received a communication from the Government of Uruguay requesting the Secretary-General to take part, as representative of the League of Nations, in the celebration of the first centenary of the independence of Uruguay, which was to be held in Montevideo the following December. The Council authorised the Secretary-General to accept this invitation and also to visit, if he were invited, other Latin-American countries whose capitals were on or near the coast.

The Secretary-General left Geneva on December 3rd, 1930, and arrived at Montevideo on December 24th. He returned to Geneva on February 16th, 1931, having visited — in addition to Montevideo — Rio de Janeiro, Buenos Aires, Santiago de Chile, Lima, Panama and Havana. In all these capitals, the Secretary-General was received by the President and the Minister for Foreign Affairs and, so far as time permitted, met leaders of official and parliamentary, Press and university circles and members of the corps diplomatique.

The Legal Adviser of the Secretariat, the Director of the Information Section and a member of the Legal Section accompanied the Secretary-General for the greater part of his journey and the Secretary-General was also assisted in the various capitals by several members of the Secretariat, nationals of the countries visited.

On May 18th, 1931, the Council took note of a letter from the Minister for Foreign Affairs of Uruguay expressing the gratification of the Uruguayan Government and people at having
had the opportunity of receiving the Secretary-General at Montevideo. On behalf of the Council, the President expressed its appreciation of this friendly message and also of the warm welcome and generous hospitality accorded to the representative of the League, in the person of the Secretary-General, in Montevideo and in the other Latin-American capitals which he had visited.

22.

PRESENT SITUATION WITH REGARD TO INTERNATIONAL ENGAGEMENTS REGISTERED WITH THE SECRETARIAT OF THE LEAGUE OF NATIONS.

REGISTRATION AND PUBLICATION OF TREATIES AND INTERNATIONAL ENGAGEMENTS

(Article 18 of the Covenant).

As in previous years, the registration of treaties by the Secretariat has been carried out according to the method laid down by the Council’s memorandum of May 19th, 1920. Between May 19th, 1920, and May 19th, 1931, 2,705 treaties and international engagement have been submitted for registration.

During the period between May 19th, 1930, and May 19th, 1931, 375 treaties have been submitted for registration by Members of the League and eight communicated for publication only by the United States of America.

The treaties registered have, as in previous years, dealt with various subjects, as may be seen by consulting the following list, which gives a general picture of the character of the agreements registered during the period in question. Some of the treaties mentioned in the list may be classified under several heads.

**Arbitration, Conciliation and Pacific Settlement.**

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2361 Austria, Italy, Roumania, Kingdom of the Serbs, Croats and Slovenes and Czechoslovakia.
2362 Austria and Czechoslovakia.
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<td>General Agreement.</td>
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<td>2364</td>
<td>Belgium and Irish Free State.</td>
<td>2373</td>
<td>General Agreement.</td>
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<td>2368</td>
<td>General Convention.</td>
<td>2374</td>
<td>General Agreement.</td>
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<td>2377</td>
<td>Germany, Denmark and Luxemburg.</td>
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<td>Denmark and Sweden.</td>
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<td>2381</td>
<td>Denmark, Norway and Sweden.</td>
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</tbody>
</table>
POSTAL, TELEPHONIC, TELEGRAPHIC AND RADIO-TELEGRAPHIC CONVENTIONS (continued).

Registration No.
2382 Denmark and Norway.
2415 Great Britain and Northern Ireland and France.
2416 Great Britain and Northern Ireland and Roumania.
2428 Denmark, Norway and Sweden.
2429 Finland and Norway.
2433 Denmark and Finland.
2434 Finland and Sweden.
2444 Estonia and Latvia.
2456 Great Britain and Northern Ireland and Siam.
2481 Great Britain and Northern Ireland and Japan.
2495 General Agreement.
2496 General Agreement.
2497 General Agreement.
2498 General Agreement.
2499 Belgium, Great Britain and Northern Ireland, France and Germany.

Registration No.
2524 United States of America and Great Britain and Northern Ireland.
2530 Persia and Union of Soviet Socialist Republics.
2564 Persia and Russian Socialist Federal Soviet Republic.
2565 Persia and Russian Socialist Federal Soviet Republic.
2582 Great Britain and Northern Ireland and India and the Netherlands.
2583 Great Britain and Northern Ireland and Italy.
2584 Great Britain and Northern Ireland and Portugal.
2585 Great Britain and Northern Ireland and Portugal.

SOCIAL QUESTIONS, LABOUR, REFUGEES.

Registration No.
2407 Belgium and France.
2517 Iceland and Norway.
2518 Greece and Refugee Settlement Commission.
2435 Egypt and France.
2459 Italy and Roumania.

Registration No.
2439 Germany and Italy.
2488 Germany and Australia.
2502 Austria and Czechoslovakia.
2511 Greece and Turkey.
2510 Germany and Canada.
2511 Germany and New Zealand.
2522 General Agreement.
2651 Austria and Great Britain and New Zealand and India.

QUESTIONS RELATING TO THE APPLICATION OF THE TREATY OF VERSAILLES AND OF THE OTHER TREATIES OF PEACE.

Registration No.
2430 Germany and Conference of Ambassadors.
2392 Germany and Belgium.
2393 Austria and Belgium.
2394 General Agreement.
2395 General Agreement.
2396 General Agreement.
2397 General Agreement.
2398 General Agreement.
2399 Belgium, Great Britain and Northern Ireland, France and Germany.

Registration No.
2635 Hungary and Kingdom of the Serbs, Croats and Slovenes.

SANITARY CONVENTIONS.

Registration No.
2435 Egypt and France.
2459 Italy and Roumania.

Registration No.
2505 General Convention.
2545 Denmark and Norway.
2562 Spain and Hungary.
2563 Finland and Norway.
2594 Finland and Poland.
2603 General Agreement.
2633 Estonia and Norway.
2655 Albania and Austria.

TRANSLIT.

Registration No.
2332 Austria and Hungary
2333 Denmark and Sweden.
2343 Hungary and Italy.
2383 Norway and Portugal.
2411 Denmark and Finland.
2425 Austria and Italy.
2427 Finland and Sweden.
2480 Germany and Denmark.
2504 Denmark and France.

WATERWAYS AND INLAND NAVIGATION.

Registration No.
2375 Germany and Switzerland.
2376 Germany, France, and Switzerland.