The situation in Hungary during the past nine months has been rendered more difficult by the fact that the 1934 harvest—and the country is essentially agricultural—was some 30% lower than that of the previous year. Further, the restrictions imposed by other countries on her exports not only rendered it extremely difficult for Hungary to find markets abroad, but undermined certain of her natural industries. Thus she has been obliged to sell unmilled grain where she previously sold flour and cattle rather than prepared meats. The consequent difficulty of supplying the National Bank with entirely free foreign currency required for the purchase of indispensable raw materials, for the expenses of the State abroad and for the transfer on account of the service of the foreign debt, has given rise to considerable anxiety. Of the total amount of foreign exchange produces by exports and actually acquired by the National Bank during the first seven months of 1934, the proportion freely available for foreign payments fell from 47% to 35% as compared with the corresponding period of the previous year.

That Hungary has been successful in effecting a considerable measure of the re-adaptation rendered necessary by the depression, however, would seem to be proved by the fact that, in spite of the difficulties arising from a poor harvest and those of a more fundamental nature, the state of her public finances has improved. Her exports during 1934, moreover, were greater than in 1933, and during the first three months of 1935 they were slightly greater in value than during the first quarter of 1934.

The budget deficit for the year which closed in June 1934 was 38 million pengő as against 88 million for the previous year, and there has since been a further reduction. Moreover, the budgets of the local authorities, except Budapest, have now been balanced, aggregate expenditure having been appreciably reduced.

The Financial Committee, reporting to the Council in May 1935, stated that the poor harvest of 1934 continued to be a major factor of the economic situation. There had been no marked change in the budgetary position, expenditure and receipts being at approximately the same level at the end of the first ten months of the fiscal year 1934-35, as they had been twelve months earlier.

(d) SAAR QUESTIONS.

The Committee of the Council for Saar questions in preparation for the Saar plebiscite submitted certain questions to the Financial Committee, and the Financial Committee, meeting in October 1934, submitted a report and appointed a Sub-Committee which held itself at the disposal of the Committee of the Council during the negotiations which took place in Rome in November 1934 and in January and February 1935. These questions are reviewed in Chapter 3 of this Report.

(e) CLEARING AND COMPENSATION AGREEMENTS.

The Financial Committee, during its meetings in October 1934, nominated certain of its members or experts representing them to serve on the Mixed Committee set up to report upon the causes, scope, methods and results of compensation and clearing agreements.

C. ECONOMIC INTELLIGENCE SERVICE.

1. MONTHLY BULLETIN OF STATISTICS.

The issue of this publication has been continued regularly throughout the period under review. The value attached to it is shown by the fact that, in spite of the depression, it has been necessary since 1929 to increase by a third the number of copies printed, and that a number of countries which did not previously do so now furnish information regularly each month by cable.

In addition to the regular tables, which give, in respect of a great number of countries, the principal statistics relating to production, transit, trade, prices and currency, each number contains a short introduction giving technical information on special statistics and special tables and graphs on selected subjects of contemporary economic interest—e.g., on the world production of crude foodstuffs and raw materials, industrial and building activity, gold reserves, bond yields, tourist expenditure and world trade.

2. INTERNATIONAL TRADE STATISTICS.

The volume entitled International Trade Statistics, published in November 1934, contains an analysis of the foreign trade in 1931, 1932 and 1933 of sixty-five countries, accounting for 95% of the total world trade. Detailed and, in most cases, comparable figures indicate for each country its total imports and exports of merchandise, bullion and specie; they show also imports and exports by countries and by principal articles and classes of commodities. Synoptical tables indicate the percentage distribution, by countries of provenance and destination, of each country's imports and exports. It is only from such synoptical tables that the general changes in the direction of trade can be traced.

1 The proceedings of the Joint Committee, which met in April 1935, are summarised in Chapter 3, Section A, above.
It was pointed out in the World Economic Survey, published by the Economic Intelligence Service in September 1934, that the total value of world trade, measured in gold currencies, had declined without interruption for over four years. The rate of decline, however, even when measured in gold currencies, "was distinctly less in 1933 than in previous years, and the continued fall in gold value since the middle of 1933 was due to the further depreciation of the principal paper currencies rather than to continuing reduction in quantum."

International Trade Statistics supplies the detailed evidence for these conclusions and for other inferences based on the general position of world trade and the special situation of individual continents and countries.

3. BALANCES OF PAYMENTS.

When the Assembly decided in 1922 that the study of the balances of payments of various States should be actively pressed forward, its object was not simply that the available information should be co-ordinated, but that work on this problem should be stimulated in different countries.

The present volume is the tenth of a series which has been issued, and a very substantial measure of progress has been achieved during this period. The number of official studies in 1923 was very small indeed. In 1933, twenty-five Governments furnished official estimates to the Secretariat, and the volume contains information, complete or partial, for thirty-four countries.

The volume is prefaced by a summary chapter containing synoptical tables illustrating the general scope of the transactions in individual items such as capital operations, interest and dividend payments, expenditure of tourists and remittances of emigrants.

In 1932 and 1933, the export of fresh capital from the principal creditor countries, in the form of new issues, was almost suspended, the amount thus lent being only about 8% of the corresponding figure for 1928; a number of debtor countries were reducing their debts and the usual surplus on account of current items of certain important creditor countries, such as the United Kingdom and France, was turned into a deficit.

Special attention is devoted to the effect upon the international accounts of the reduction in interest rates and the conversion of loans which this reduction has rendered possible. Further, an attempt is made to trace the breakdown of the system of triangular and multilateral international transactions; emphasis is laid on the causal relationship between the recent disorganisation of that system and the protracted fall in prices, in terms of gold, of goods entering into international trade, which in its turn has had a depressing effect on the exchange value of paper currencies.

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The forthcoming issues of the following publications: — Commercial Banks, Statistical Year-Book, Review of World Trade, World Production and Prices and World Economic Survey—will be reviewed in Part II of the annual report.

8.

COMMUNICATIONS AND TRANSIT.

I. PUBLIC WORKS.

The Secretary-General of the League of Nations, on March 7th, 1934, invited the Governments to communicate to him information, to be based on a questionnaire, giving a brief description of the main public works undertaken since the beginning of the year 1929, either completed or in course of execution or in preparation.

The Organisation for Communications and Transit, on October 31st, 1934, issued a report embodying information received in response to this request from the following countries: the Union of South Africa, Australia, Austria, Belgium, the United Kingdom, Bulgaria, Canada, Czechoslovakia, Denmark, Estonia, Finland, France, Greece, Haiti, Iraq, Italy, Latvia, Lithuania, Luxembourg, the Netherlands, New Zealand, Nicaragua, Norway, Portugal, Salvador, Switzerland, Turkey, United States of America, Yugoslavia.

The replies from the Governments are in this document reproduced for the most part in full, certain details or particulars of a purely local character, however, being omitted. The presentation of the replies from Governments is preceded by an index classifying the subject-matter contained in them according to the categories of public works defined in the questionnaire communicated to the Governments in March 1934. The study of national public works thus submitted is the first to be based on official information furnished on application by all Governments. The replies of the Governments vary considerably in form and content. Some of them are in the nature of generaldeclarations; others consist of brief statements, with documents attached giving more detailed information; others are comprehensive replies which follow closely the indications given in the questionnaire.

2 Document C.482.M.209.1934.VIII. A supplement to this document, containing replies subsequently received, is under preparation.
It was felt desirable, owing to the variation of form and substance in the replies, to publish them as nearly as possible in the original texts without making any attempt to draw up a systematic or comparative statement. It was not considered possible, until after a study of the replies and possibly their examination by some appropriate technical organisation, to define more precisely the scope of the information to be required on future occasions in the event of its being thought desirable to solicit periodical statements covering programmes of national public works as a whole.

### II. COMMUNICATIONS OF IMPORTANCE TO THE WORKING OF THE LEAGUE AT TIMES OF EMERGENCY.

The Organisation for Communications and Transit, on August 15th, 1934, published a systematic survey of the situation in regard to communications of importance to the working of the League of Nations at times of emergency.\(^1\)

The Assembly of the League as early as 1925 adopted a resolution affirming that improvements in railway, telegraphic, radio-telegraphic, telephonic and radio-telephonic communications between the seat of the League of Nations and the States Members or non-members of the League were of the highest political and practical importance to its working and development.

The Assembly and the Council of the League from that time forward have attached the highest significance to the question of communications of importance to the working of the League at times of emergency. Important resolutions were in particular adopted by the Council and by the Assembly in 1927, 1929, 1930 and 1931.

It was laid down in 1930 that a time of emergency might be regarded as occurring whenever, owing to a political situation, Governments were obliged to adopt measures modifying the working of the normal means of communication.

To ensure the effective working of the League and all its bodies at such times, it was felt to be essential that certain practical measures should be foreseen and that there should be a guarantee that such measures would be rapidly applied in cases of necessity. It was considered particularly important to provide for the establishment of a League wireless station and for regulations which would apply to aircraft and motor vehicles effecting transport of importance to the working of the League independent of normal and regular means of communication.

The Survey issued by the Organisation for Communications and Transit, reviewing the decisions taken by various bodies of the League on the question as a whole or its specific aspects, reproduces those which are believed to be necessary to a clear understanding of the provisions actually foreseen in accordance with the resolutions adopted by the Assembly and the Council to meet an emergency situation. It is submitted as a practical guide with a view to the application of the special measures which the various Governments have agreed to take.

Special attention is necessarily given to the regulations which would apply to aircraft. The Council in December 1926 approved a proposal of the Advisory Committee for Communications and Transit that States Members of the League should designate in advance a central service, with the necessary instructions and powers, for the purpose of facilitating communications by air with the seat of the League, and the Assembly in 1930 adopted a resolution laying down the principles in accordance with which facilities for aircraft used for air communications of importance to the working of the League should be accorded by Governments. The Assembly resolution provided that the Secretary-General of the League should immediately undertake, with a view to the application of these provisions, such negotiations with the Governments of the States Members of the League as might be necessary.

Virtually all States have since that date declared their readiness to comply with the resolution of the Assembly, and the Survey published by the Organisation for Communications and Transit describes the arrangements which Governments have made or are prepared to make for the immediate application of the necessary measures. Information from the following countries is embodied: Austria, Belgium, the United Kingdom, Bulgaria, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Irish Free State, Italy, Latvia, Lithuania, Luxembourg, the Netherlands, Norway, Poland, Portugal, Roumania, Spain, Sweden, Switzerland, Turkey and Yugoslavia.

The Secretary-General, under a resolution adopted by the Assembly in 1930, as the result of recommendations made by the Advisory Committee for Communications and Transit, was authorised to undertake similar negotiations in regard to motor vehicles, and the results of these negotiations are embodied in the Survey. Information is submitted from the following countries: Austria, Belgium, the United Kingdom, Bulgaria, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Latvia, Lithuania, the Netherlands, Norway, Poland, Portugal, Roumania, Sweden, Switzerland, Turkey and Yugoslavia.

A special chapter of the Survey deals with telecommunications with the seat of the League and a special section is devoted to the League wireless station.

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\(^1\) Document C.348.M.161.1934.VIII.

PETITION SUBMITTED UNDER ARTICLE 304 OF THE TREATY OF TRIANON BY THE BARCS-PAKRAC RAILWAY COMPANY, LTD., BUDAPEST.

The Council, on January 17th, 1934, appointed three arbitrators to examine a petition submitted by the Barcs-Pakrac Railway Company, Ltd., Budapest, and to settle any disputes standing in the way of agreement between (a) the railway company and (b) Hungary and Yugoslavia, the States territorially concerned.

The arbitrators forwarded to the Council, on October 19th, 1934, an award which finally decided the questions in dispute.¹

PETITION SUBMITTED BY THE RADKERSBURG-LUTTENBERG RAILWAY COMPANY, LTD., VIENNA.

The Council, on May 15th, 1934, decided, at the request of the Radkersburg-Luttenberg Railway Company, Ltd., Vienna, to adjourn to its next session the examination of the request submitted by the company, with a view to enabling a friendly settlement to be reached between the parties.²

The railway company subsequently informed the Secretary-General that the case might, if necessary, be settled with the Governments concerned as a result of the arbitral award to be given in respect of the dispute submitted by the Barcs-Pakrac Railway Company. The Council, on September 7th, 1934, and again on January 11th, 1935, as a result of this notification, agreed to postpone its consideration of the petition.³

According to the latest information communicated by the railway company, the negotiations at present proceeding point to a friendly agreement between the parties within the near future.

IV. POLLUTION OF THE SEA BY OIL.

The United Kingdom Government, in a letter dated July 19th, 1934, requested the Secretary-General to invite the Organisation for Communications and Transit to consider the question of pollution of the sea by the discharge of oil.⁴

The representative of the United Kingdom, at a meeting of the Second Committee of the Assembly on September 12th, 1934, explained that his Government attached great importance to this question from an international point of view. He reminded the Committee that an international Conference had been held in Washington in 1926 to consider the subject and that a draft convention had then been prepared, which unfortunately had never been made effective. He added that His Majesty's Government was prepared to accept any international scheme which might lessen the damage and suffering arising from the evil to which he had drawn attention.

The representatives of Italy, Canada, India, the Argentine Republic and Cuba expressed their agreement with the views of the United Kingdom representative and stated that their Governments would support any efforts which might be made to conclude an international arrangement.

The Second Committee of the Assembly adopted a report which provided for an initial enquiry to be undertaken by the Organisation for Communications and Transit on the understanding that, following this enquiry, the Organisation would convene experts belonging to various countries to make a more detailed study of the problem. If, as the outcome of this study, the Communications and Transit Organisation was prepared to recommend the conclusion of a convention on the subject, it would doubtless submit a memorandum to the Council setting forth the object of such a convention and the advantages which might ensue therefrom.

The Chairman of the Advisory Committee for Communications and Transit invited experts from certain countries to study the question, and the Committee thus formed, composed of experts from the United Kingdom, Denmark, France, Italy, Japan and the United States of America, met at Geneva from November 19th to 23rd, 1934.⁵

The Organisation for Communications and Transit, as a result of the work of this Committee, decided to recommend the conclusion of an international convention on the subject and submitted to the Council, in support of that suggestion, a memorandum adopted by the Committee of Experts.

The experts in their memorandum drew attention to the damage caused by oil pollution, referring more particularly to the destruction of sea birds, fish and marine grasses, to the pollution of beaches and to accumulations of oil which might drift into harbours and create a danger of fire. All the experts agreed that to a greater or less extent their countries suffered

¹ Document C.464.1934.VIII.
³ Eighty-first Session of the Council, First Meeting, Minute 3439, and Eighty-fourth Session of the Council, First Meeting, Minute 3505.
⁵ Document C.527.1934.VIII.
prejudice from the evil. They further agreed that, though it was not possible to provide a completely effective remedy, it was possible to guard against pollution caused by the voluntary discharge of oil and oily mixtures from ships outside territorial limits through the co-operation of the chief maritime countries of the world, and they agreed that some international measure should be devised to limit the evil as much as possible.

The Council, on January 11th, 1935, approved in principle the proposals of the Communications and Transit Organisation and authorised it to take all requisite steps for the preparation of a draft convention. The Organisation was allowed complete freedom in the choice of the measures to be taken with a view to the preparation of the convention, it being understood that it would report to the Council and Assembly of the League upon its action and on the result of its consultation with the various Governments concerned.²

The Secretary-General of the League of Nations, at the request of the Chairman of the Advisory and Technical Committee for Communications and Transit, on January 23rd, 1935, forwarded to the Governments a questionnaire intended to facilitate further preparatory studies, with the request that the replies of the Governments might reach the Secretariat at latest by May 31st, 1935.⁴

The Governments were, by the terms of the questionnaire, invited to furnish information as to the effects of pollution in their respective countries and were asked whether they were prepared to agree to an international arrangement for the fitting upon oil-carrying and oil-burning ships of appliances for separating oil from water and whether they were prepared to accept an obligation to the effect that such separators should be fitted to all new ships carrying or burning oil.

V. AIR TRANSPORT CO-OPERATION.

The Secretary-General, on March 29th, 1934, forwarded to the Governments a preliminary report, based partly on information supplied from official sources, prepared by M. Henri Bouche, Rapporteur of a special Sub-Committee which had been appointed to study the question of the constitution and operation of a main network of permanent air routes.³

The Secretary-General, in forwarding this report, drew attention to the fact that it had not been possible to secure information from any source beyond the end of the year 1932 and observed that the report should therefore be regarded as provisional. The Governments were requested to supply information covering the year 1933 such as would enable a final edition of the report to be established, and to submit to the Secretariat by July 31st, 1934, any observations which they might wish to make.

The Organisation for Communications and Transit, on the basis of the information supplied by the Governments in accordance with this request, published on February 1st, 1935, a final edition of M. Henri Bouche’s report.⁴

The report consists of two parts. The first part, entitled “The Economic Evolution of Air Transport in Europe from 1930 to 1933”, reproduces the text of the provisional edition communicated to the Governments in 1934, with the insertion of footnotes or amendments relating to points of detail regarding which further information has been supplied by the competent administrations. The second part of the report, entitled “The Evolution of Air Transport in Europe in 1933”, contains statistics for 1933, indicating where necessary the differences between these statistics and those recorded for the three years 1930-1932. The differences observed do not reflect any unforeseen changes, and the Rapporteur concludes his survey with the statement that, at the beginning of 1935, his conclusions remain identical with those which he reached in 1933 and which are stated as a conclusion to the provisional report communicated to the Governments in 1934.

VI. WIRELESS STATION OF THE LEAGUE OF NATIONS.

The Advisory and Technical Committee for Communications and Transit, during a session held at Geneva from November 29th to December 1st, 1933, recommended that a general report should be prepared for submission to the Assembly in 1934 on the work of the League wireless station during the first two years of its operation. It further expressed the view that a report on the operation of the station should in future be submitted annually to the Assembly.

The Assembly, on September 26th, 1934, congratulated the Organisation for Communications and Transit on its initiative in preparing a special report on the working of the wireless station of the League and noted that the report would in future be published annually.

A report has been prepared by the Communications and Transit Section of the Secretariat covering the working of the station from January 1st to September 31st, 1934.⁵

The report concludes with a general review of the statistics of the traffic of the station to which is attached a graph based on the statistics and uniform with that which was annexed to the previous report. The report also contains a statement of financial results.

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¹ Eighty-fourth Session of the Council, First Meeting, Minute 3514.
² Document C.L.13.1933.VIII.
³ For the circumstances in which this Sub-Committee was appointed, see Annual Report on the Work of the League for 1934 (Part I) (document A.6.1934), pages 64 and 65.
⁴ Document C.97.M.44.1935.VIII.
⁵ Document A.9.1935. VIII.
The statistics show a slow but regular increase in the private traffic of the station, due more especially to communications with the Far East. During the period 1934, however, the official traffic of the station was appreciably less than in 1932 and 1933, and this observation applies also to Press communications. The private traffic of the station represents at the moment about 66% of the total traffic and covers some 65% of the total working costs.

Private traffic with all countries, as in the previous year, consisted almost wholly in exchanges of telegrams despatched at half-rates, together with letter telegrams sent at a specially reduced rate, economic conditions inducing firms to make an extensive use of the less costly means of transmission.

In 1933 the total revenue of the station amounted to 376,525.65 Swiss francs, against a total expenditure of 388,469.74 Swiss francs. In 1934 the total receipts amounted to 324,842.41 Swiss francs and the total expenditure to 381,589.07 Swiss francs. The net revenue derived from wireless telephone messages amounted in 1932 to 21,223.67 Swiss francs, in 1933 to 5,894.91 Swiss francs, and in 1934 to 22,067.88 Swiss francs.

9.

HEALTH QUESTIONS.

I. INTER-GOVERNMENTAL CONFERENCES.

I. PAN-AFRICAN HEALTH CONFERENCE.

On January 17th, 1935, at the request of the Government of the Union of South Africa the Council decided to convene a Pan-African Health Conference at Cape Town in November to consider certain matters of common interest to the different territories of the African Continent. The purpose was to continue and extend the work of the "International Conference of Representatives of the Health Services of Certain African Territories and British India" held at Cape Town under the auspices of the Health Organisation of the League of Nations in November 1932.1

Sir Thomas Stanton, Chief Medical Adviser to the Secretary of State for the Colonies of the United Kingdom Government, has been asked to represent the Health Organisation at the Conference.

The provisional agenda will include, among other items: a study of the advances in our knowledge of yellow fever, the problem of plague and the study of medical assistance in African rural districts.

The Governments of Belgium, the United Kingdom, Egypt, France, Italy, Portugal and Spain have been invited to send to the Conference representatives of the competent administrations of their home territories, colonies, protectorates, and countries under their suzerainty or mandate situated in Africa and, in view of the health problems affecting the relations between the African Continent and British India, the Government of the latter has been invited to send an observer to the Conference.

At the request of the Government of the Union of South Africa, the "Office international d'Hygiène publique" and the "Bureau sanitaire maritime et quarantenaire" of Alexandria will also be represented.

II. CONFERENCE ON BIOLOGICAL STANDARDISATION.

The Health Organisation has for the last ten years been engaged in studying the biological assay of certain therapeutic substances whose activity cannot be measured by chemical methods. It has adopted standards and international units for the principal sera, for four vitamins, for glandular extracts such as insulin and sex-hormones and for various other medical preparations such as digitalis and the arsene-benzols. These international standards are conserved in various laboratories on behalf of the Health Organisation and samples may be procured by application to the Secretariat.

The time has now come to give to this work the practical application for which it was planned and carried out. In order that they may not become dead letters, it is necessary that the international standards so far proposed should be officially adopted and applied in the different countries. This will be the object of an inter-governmental Conference which will meet at Geneva on October 1st, 1935.2

The Conference will consider the steps which should be taken to ensure the use, and, if possible, the adoption into national pharmacopoeias, of the standards and units recommended by the Health Organisation.

In March 1935, all the States Members of the League were invited to send representatives to the Conference. Invitations were also sent to Brazil, Egypt, the United States of America, the "Office international d'Hygiène publique" and the "Office international des Épizooties".3

III. CONFERENCE ON RURAL HYGIENE IN THE EAST.

In September 1932, the delegation of British India proposed to the Assembly that a conference on rural hygiene, similar to the European Conference which met in 1931, should be organised for Eastern and Far-Eastern countries. The representative of China associated himself with this suggestion.4

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2 Council decision of January 17th, 1935.
3 Document C.L.45-1935.III.
4 Document C.566.1934.III.
The preparation of the conference was entrusted to the Director of the Health Section of the Secretariat, in consultation with the Eastern Bureau, and there was an informal exchange of views on the subject during the recent Congress of the "Far-Eastern Association of Tropical Medicine" held at Nanking in October 1934. As a result of this exchange of views, it was agreed that the principal questions to be placed on the agenda would be: the type of medical and health organisation best adapted to the special conditions of rural districts in the East, the staff and its training, the campaign against the principal endemic and epidemic diseases and the improvement of health and social conditions in rural districts.

The conference will probably meet towards the end of 1936. In October 1935, the Health Committee will receive a preliminary report on the progress of the preparatory work.

II. WORK OF THE PERMANENT COMMISSIONS.

1. COMMISSION ON BIOLOGICAL STANDARDISATION.

The Permanent Commission on Biological Standardisation met at Copenhagen in September 1934 and adopted standard preparations and international units for five new sera—namely, gas-gangrene antitoxins (adematiens and vibrio septique), anti-pneumococcus sera of types I and II, and staphylococcus antitoxin. The Committee noted that the preparation of streptococcus antitoxin (antiscarlatain serum) was protected by patents in the United States of America, the United Kingdom and Canada. In these circumstances, it was not considered useful to undertake work with a view to reaching agreement on the choice of a standard serum and an international unit whose use might in certain countries conflict with the rights of the patent-holders. The Commission proposed that, instead of this decision, together with a statement of the reasons which had led up to it, should be communicated to the Health Committee. The work of the Commission was reviewed in a special number of the Quarterly Bulletin of the Health Organisation which appeared in January 1935. The Commission is at present engaged in the study of gas-gangrene antitoxin (histolyticus), B. coli antitoxin and antityphoid serum.

Progress in the study of sex-hormones has demonstrated the necessity of revising the standard chosen in 1932 for the female sex-hormone (oestrus-producing), since it is not suitable for the assay of some of the compounds now manufactured. Since, moreover, it is now possible to obtain the male sex-hormone by synthetic means, the preparations containing it have greatly increased in number. In these circumstances, the time seems to have come to establish an international unit in relation to which the specific activity of these preparations may be expressed. These two problems will be studied by a group of experts who will meet in London in July 1935. The results of their work will be submitted to the Inter-Governmental Conference on Biological Standardisation to which reference has already been made.

2. MALARIA COMMISSION.

(a) On October 8th, 1934, the President of the Health Committee and the Chairman of the Malaria Commission met with the experts in charge of experiments organised for the purpose of appraising the efficacy of the new synthetic drugs as compared with that of quinine in the treatment and prevention of malaria. A common programme was established for the prosecution of this work. The efficacy of atebрин and of the combinations atebрин-plasmoquin and atebрин-quinine appears to have been satisfactorily established, but it is important to measure that efficacy with the necessary degree of scientific precision under the authority of the Malaria Commission.

The methods to be used in these experiments were finally established in detail during a second meeting held at Moscow and Gorki from February 22nd to 26th, 1935. The work will be carried out in Algeria under the direction of Professor Edmond Sergent; in Italy under the direction of a Committee presided over by Professor Bastianelli; in Roumania under the direction of Professor Ciucu; and in the Union of Soviet Socialist Republics under the direction of Professor Serguev.

Work began in Algeria on April 1st and in the other countries on May 1st. It will continue for about eighteen months.

(b) The annual malaria course for medical officers in the East and the Far East began on April 29th, 1935, at Singapore. The course, which lasted until June 1st, 1935, was given at the King Edward VII College of Medicine and at Tan Tock Seng Hospital with the assistance of Professor Swellengrebel (Netherlands), Professor Mochkowsky (U.S.S.R.) and Dr. P. F. Russell (Rockefeller Foundation).

The course was followed by practical studies in the Netherlands Indies and the Malay Peninsula. Fifty medical officers from Australia, China, British India, the Netherlands Indies, Indo-China, the Malay Peninsula, the Philippine Islands and Siam participated.

(c) The European course, covering the period from June 18th to August 17th, 1935, is being held at the Institute of Malariology in Rome. Lectures will be delivered by Professor Allen (United Kingdom), Professor Ciucu (Roumania), Professor Hackett (Rockefeller Foundation), Professor Lutrario and Professor Ottolenghi (Italy) and Professor Swellengrebel (Netherlands).

3. OPIUM COMMISSION.

(a) Under Articles 8 and 10 of the Geneva Opium Convention of 1925, the Health Committee is required, after consulting the "Office international d'Hygiène publique", to report on official proposals for removing from the scope of the Convention substances which are represented to be innocuous so far as drug-addiction is concerned or for bringing within the scope of the Convention substances which may be habit-forming.
The following proposals have been under consideration since September 1934:

1. To bring within the scope of the Convention paracodine, paraparine and delcaine (request of the Advisory Committee on the Traffic in Opium), preparations containing extract or tincture of Indian hemp and ampoules containing given amounts of morphine and atropine (request of the Egyptian Government);

2. To remove from the scope of the Convention ipecoan and spasmalgine (request of the Swiss Government).

(b) At the request of the Advisory Committee on the Traffic in Opium, the Health Organisation has undertaken a study of methods for determining the morphine content of raw opium. The Commission entrusted with these studies, presided over by Professor van Itallie (Netherlands), suggested provisionally the use of a standard method very similar to that indicated in the British Pharmacopoeia. The Governments have been informed of this suggestion, and already Austria and the Netherlands have communicated their observations. The Commission is continuing its work upon the method in question and is obtaining satisfactory results. At the request of the American member of the Advisory Committee on the Traffic in Opium, the Commission is also studying two methods which are in official use in the United States of America.

The Commission is also continuing its work with a view to establishing a standard method for determining the amount of cocaine and eegonine in coca leaves. It will meet on July 16th, 1935, in order to examine the results of these studies and to frame a report.

III. TECHNICAL STUDIES AND ENQUIRIES.

I. NUTRITION.

The Health Organisation has been engaged in the study of the problem of nutrition for several years as the result of proposals submitted by the Yugoslav and Netherlands delegations to the Assembly in 1925 and a proposal submitted to the Health Committee on behalf of the French Government in 1928.

After the preliminary study of certain technical and special aspects of the problem, a series of enquiries was carried out relating to special nutrition institutions and the policy as regards public nutrition of the competent authorities in various countries, including the United Kingdom, the United States of America, Denmark, the Scandinavian countries and the Union of Soviet Socialist Republics.

A general report on this work has been published under the following headings:

1. The place of nutrition in public health and preventive medicine.
2. Aspects of the problem of nutrition (physiology and economy, psychological questions, climate and customs, the present state of knowledge on nutrition).
3. Dietary and physical standards.
4. Food supply (production, distribution and conservation).
5. Education in nutrition.
6. Examples of public health and nutrition work.
7. New questions, such as dietary types, diet in rural communities and colonies.
8. The problem of nutrition on a national and international scale.

It was noted in the course of the enquiry that the problem of public nutrition was exciting greater interest than ever before. At the present moment, when the economic crisis has resulted in a sometimes serious lack of balance between the production and consumption of foodstuffs, social measures are being adopted in certain countries to remedy this state of affairs and to use surpluses to relieve the distress of the needy. Reference is made in Section 3 below to a meeting of the Directors of Schools and Institutes of Hygiene in European countries, which took place at Geneva on April 24th, 1935. The Directors who attended the meeting, having been informed of the studies of the Health Organisation on the subject of nutrition, declared themselves ready to participate in a programme of work, on the basis of their personal experience and of the work being carried out in their countries, having regard to the following indications:

1. Measures taken in the different countries to improve nutrition, particularly public and rural nutrition.
3. The relation between nutrition requirements and available economic resources.
5. The possibility of international co-operation in regard to (a) the technique of enquiries into nutrition, (b) methods for appraising the state of nutrition, (c) a schedule giving the composition of the more common foodstuffs in Europe, classified as protein foodstuffs (animal and vegetable), protective foodstuffs (fresh green vegetables, fruit, cereals, tubers).
When reviewing the work of the Health Organisation in 1934, the Assembly referred to a number of technical suggestions put forward by various delegations on the Second Committee. One of these related to the problem of urban and rural housing.

On November 26th, 1934, the Bureau of the Health Committee decided to take up this question and to undertake a comparative study of the problem from the points of view of social medicine and health policy.

(a) On January 17th, 1935, the Rapporteur on Health Questions for the Council, referring to the question of housing, said: “My colleagues will note with satisfaction that the Bureau has decided to give effect to various suggestions submitted at the last Assembly, more particularly as regards the enquiry into urban and rural housing”.

The representative of the United Kingdom made the following observations: he “understood that what was contemplated at present was no more than the compilation of a body of factual and statistical information, including information on actual housing practice, to which recourse might be had by administrations requiring information on the matter. It was, he assumed, intended that a report on the result of a preliminary study on those lines would be submitted to the Health Committee at its next session in October 1935, and that the Health Committee would itself report to the Council at its session in January 1936. He added that the records of the British Ministry of Health and of the Scottish Office contained whatever reliable statistics and estimates existed as to housing conditions in the United Kingdom and that his Government would be most willing to place them at the service of the Health Organisation”.

The United Kingdom Government again defined its position in the matter when, on March 28th, 1935, it forwarded the information which it had promised to place at the disposal of the Health Organisation. Its particular concern was that the present studies should merely have in view the collection of factual information to be submitted to the Health Committee and by the Health Committee to the Council.

France, Italy, Poland and the Union of Soviet Socialist Republics have undertaken to furnish reports, and there is reason to believe that reports will also be received from the Netherlands, Sweden and Czechoslovakia.

National committees, each consisting of representatives of the various Ministries concerned and a rapporteur, have been set up in France, Italy and Poland.

The Health Section has prepared a note intended to throw light on the problem of urban housing in all its aspects and in all its complexity. The note is not in the form of a questionnaire; it is a catalogue of the points to be studied, to which rapporteurs may refer in the course of their work.

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

(b) The question of rural housing is dealt with below.

3. RURAL HYGIENE.

(a) The European Conference on Rural Hygiene held in 1931 entrusted to the Institutes and Schools of Hygiene in certain European countries the study of a number of health problems in rural areas. These studies, which have been carried out under the auspices of the Health Organisation, are now for the most part concluded, and the Directors of the Schools and Institutes concerned met as a Commission on April 24th, 1935, to consider the results. The Commission felt that the studies had been of considerable practical interest and utility, and the Health Committee has been asked that they may be continued in respect of certain aspects on which further light should be thrown.

(b) The European Conference on Rural Hygiene also recommended that enquiries should be made into rural housing conditions, and the Bureau of the Health Committee, when considering, in November 1934, the various technical proposals made during the previous Assembly, which included, among others, the study of rural housing, decided to take advantage of the meeting of the Directors of Schools and Institutes of Hygiene to ask them to consider this question. The following programme of study was drawn up:

1. A general review of rural housing conditions in as many European countries as possible.
2. Study of the types of rural housing most suitable to the various regions and to the habits and work of the inhabitants.
3. The organisation of national exhibitions in order to throw light on the present position of housing, the progress achieved and plans under consideration to meet as effectively as possible the requirements of modern hygiene and civilisation.
4. An international exhibition, to be held under the auspices of the Health Organisation, presenting the sum total of the experience acquired and of the results achieved in the principal European countries.

Several of the members of the Commission described the investigations already made or under way in their respective countries, some of them being on a considerable scale. The

1 Minutes of the Council, Eighty-fourth Session, Fifth Meeting: Minute 3533.
2 Document C.H. II55-
information which has been made available by this means will be completed and placed at the
disposal of the Health Organisation.

The Commission agreed as to the practical value of an international exhibition, preceded
in each country by national exhibitions organised in connection with the investigations
mentioned above. M. Angelini (Italy) stated that his Government would in all probability
be prepared to afford hospitality to the international exhibition at a date which has been
 provisionally fixed for October 1936.

The Commission requested the Health Committee to carry out the programme outlined
above.

4. Hospitals.

During recent years, the Government of the Irish Free State has undertaken to revise and
extend its hospital system. Desiring to profit by the experience acquired in other countries
in this field, the Government applied to the Health Organisation, which arranged a collective
study tour for a group of Irish experts in the Highlands and Islands of Scotland, certain Danish
cities and Nancy (France). This study tour took place from September 25th to October 22nd,
1934.

At the request of the Ministry of Health (London), a similar study tour was arranged for
a group of British experts who studied the construction, organisation and administration
of modern hospitals in Paris, Lyons, Turin, Rome, Bergamo, Berne and Vienna in October 1934.

3. Radiological Treatment of Cancer of the Uterus.

At the request of the Health Committee, a number of experts met at Zurich in July 1934
to consider the method of treating the clinical material which will be collected during the next
few years to determine the value of radiotherapeutic methods of treatment.

It has been decided to publish annually a statistical summary based on a study of individual
case histories of patients whose treatment was completed at least five years previously and
kept under observation since that time. In the compilation and analysis of the data received,
the Health Section will be assisted by an Advisory Committee consisting of Professor Heyman,
of the Radiumhemmet (Stockholm), Professor Lacassagne, of the “Institut du Radium” of
the University of Paris, and Colonel Smallman, of the Ministry of Health (London).

Professor Heyman will preside over the Committee and assume the technical direction
of the enquiry.

6. Enquiry into the Results of the Treatment of Syphilis.

In 1928, the Health Committee decided to undertake an enquiry into the results obtained
by modern methods for the treatment of syphilis. The enquiry was conducted according
to uniform methods in selected clinics of Germany, Denmark, the United States of America,
France and the United Kingdom. More than 25,000 individual clinical case histories were
carefully examined and analysed.

In November 1934, the directors of the enquiry in the various countries established
their report, which was published in the March 1935 number of the Quarterly Bulletin of the
Health Organisation. The report gives the statistical results of the enquiry, which has thrown
light on the value of the various methods of treatment, and suggests a plan of treatment
which is expected to give satisfactory results in ordinary cases of recent syphilis. The report
is a useful source of information for public administrations and experts in venereal disease
in organising the campaign against syphilis which is based on the treatment of infected persons.

IV. Study of Public Nutrition in Chile.

In March 1932, the Government of Chile requested the assistance of the League of Nations
for the purpose of an enquiry into public nutrition in Chile. The enquiry conducted by the
Health Organisation into infant mortality in various Latin-American countries had shown
the importance of nutrition in relation to infant mortality and, as the Chilian Government
observed in submitting its request, the results of that enquiry had “suggested to the authorities
that some practical study of this important matter should be undertaken”.

On May 9th, 1932, the Council referred this request to the Economic Committee and to
the Health Committee.

The first stage in the enquiry was devoted to collecting, in co-operation with the Govern-
ment of Chile, all the necessary information from the medical and economic points of view.

The second stage involved an enquiry in Chile, which started at the beginning of 1934.
Professor Carlo Dragoni, former Secretary-General of the International Institute of Agriculture
and Professor at the University of Rome, is at present engaged in studying on the spot the
economic and agricultural factors concerned in the problem of nutrition. He was joined

Towards the end of May 1935 by Professor Etienne Burnet, who is dealing with the medical
aspects of the problem. Their reports will be submitted to the Economic Committee and to
the Health Committee.
V. EASTERN BUREAU AT SINGAPORE.

There are few changes to record in the methods whereby the Bureau continues to disseminate information transmitted by the Governments of the East in regard to the prevalence of infections.

The messages prepared by the Bureau on the basis of the information received are broadcast by the wireless stations at Saigon, Malabar, Sandakan, Antananarivo, Hong-Kong, Shanghai and Tokio. Eastern stations receive directly long-wave transmissions from Saigon and Malabar, while Eastern and Western Africa are dependent on the long-wave transmission from Antananarivo. There are still a few ports to which it is necessary to send the messages by cable: Aden, Basrah, Bushire, Canton, Victoria (Seychelles) and Vladivostok. All the countries in the Indian Ocean or the Western Pacific and the ships plying these waters can be informed daily of the march of epidemics within that zone.

The Bureau continues to serve as a centre of liaison between experts in the East engaged in scientific studies, particularly those who are investigating plague, cholera and the value of bacteriophage. Its staff organised the annual malaria course given at the King Edward VII College of Medicine at Singapore, with the assistance of the Medical and Sanitary Service of the Straits Settlements. The Bureau continues, as already stated, to prepare for the Conference on Rural Hygiene in the Far East and will submit a report on this subject to the next session of its Advisory Council (December 1935 or January 1936).

The countries which contributed to the expenses of the Bureau in past years continued to afford it financial support in 1934.

VI. INTERNATIONAL CENTRE FOR THE STUDY OF LEPROSY.

The International Centre for Leprosy Research inaugurated on April 20th, 1934, was in process of organisation when it lost its first director, Professor C. Chagas. The Committee of Management has proposed as his successor Professor E. Rabello, member of that Committee and Professor of Dermatology at the Faculty of Medicine of Rio de Janeiro.

The Health Organisation, on the proposal of the Committee of Management and in conformity with the organic statutes of the Centre, has appointed Dr. H. H. Cole, formerly chemist to the leper colony at Culion (Philippine Islands), to co-operate in the scientific work of the Centre. Dr. Cole reached Rio de Janeiro in March 1935, where he is continuing his work on the chemotherapy of leprosy.

The principal questions under consideration by the Centre are the preparation of remedies derived from certain Brazilian plants, a comparative clinical and therapeutic study of certain forms of treatment and enquiries into the prevalence and epidemiology of leprosy in certain regions of Brazil.

The Secretary-General’s representative on the Committee of Management proceeded to Rio de Janeiro at the beginning of May, where he will continue the Health Organisation’s co-operation in the work of the Centre.

10. TECHNICAL CO-OPERATION BETWEEN THE LEAGUE OF NATIONS AND CHINA.

A statement on the development of technical co-operation between the League of Nations and China will be included in Part II of the annual report, to be issued in September 1935.

11. SOCIAL QUESTIONS.

I. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

A. TRAFFIC IN WOMEN AND CHILDREN COMMITTEE.

The Traffic in Women and Children Committee met for its fourteenth session from May 2nd to 9th, 1935, and the report of the Committee was communicated to the Council on May 23rd, 1935.1

The Council noted the report and authorised the Secretary-General to give effect to the recommendations of the Committee.2

1 Document C.187.M.1935.IV.
2 Document C.227.1935.IV. Eighty-sixth Session of the Council, third meeting, Minute 3587.
1. Ratification of Conventions.

The Committee noted that, since its last session, the Irish Free State, Colombia and Afghanistan had become parties to the International Convention for the Suppression of the Traffic in Women and Children of 1921. Cuba and Colombia, moreover, had become parties to the International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications of 1923.

The Sudan, Sweden, Switzerland, Bulgaria, Chile, Afghanistan and Iran had become parties to the International Convention for the Suppression of the Traffic in Women of Full Age of 1933. This Convention, in accordance with Article 8, which stipulated that it should take effect sixty days after the Secretary-General of the League had received two ratifications or accessions, came into force on August 24th, 1934.1

2. Enquiry into Direct Methods of Prevention and Rehabilitation.

The Committee, in 1934, adopted a resolution expressing the view that, in the event of licensed houses being closed or the system of regulation abandoned, “measures should be taken for the rehabilitation of the women concerned according to their individual needs,” and the Council, on May 14th, 1934, approved a proposal that an enquiry should be made into direct measures for the rehabilitation of prostitutes and the prevention of prostitution.

Mr. S. Cohen, of the Jewish Association for the Protection of Girls, Women and Children, assessor on the Traffic in Women and Children Committee, was invited to act as Rapporteur.

The Rapporteur, in agreement with the Secretariat, decided that the enquiry should at first be restricted in range. They accordingly approached a limited number of organisations and individuals, and confined their investigation chiefly to rehabilitation measures for women and girls who had taken to or were in danger of taking to a life of prostitution. A questionnaire inviting specific information was circulated on July 9th, 1934, to the organisations and individuals selected.

Full or fairly complete information was received regarding conditions in Austria, the United Kingdom, Czechoslovakia, Denmark, France, Germany, Hungary, India, Italy, the Netherlands, Norway, Poland, Roumania, Switzerland, the United States of America and Uruguay.

The Rapporteur, in a report submitted to the Committee on April 23rd, stated that the results of this preliminary enquiry were inadequate, in so far as only a limited number of countries had sent in replies, and that the replies themselves did not contain all the information needed. He suggested that the enquiry should be extended to include questions so far insufficiently explored.

The results of the preliminary enquiry had shown that the problem of the rehabilitation of girls and women presented itself in a different light according as the prostitutes were minors or women of full age. There were those who considered that any rehabilitation work with regard to them was a waste of time. There were other authorities, more particularly certain religious institutions, which did not consider such cases to be hopeless. It was suggested in the report that the competent Government services should be approached with a view to eliciting information from countries not yet covered by the enquiry, ascertaining the activities of Governments and of provincial or local authorities and corroborating information already obtained from voluntary organisations.

The Committee, after a careful consideration of the report, decided that the further studies to be undertaken should be limited and should deal more especially with the rehabilitation of women of full age.

The Committee felt that it was impossible for the moment to enquire into the wider aspects of preventive work. It was understood, however, that the Secretariat might supplement the material already secured by applying to further voluntary organisations, particularly in countries from which no information had been received.

The Committee was of opinion that specific information might usefully be sought as to the extent to which social services in the different countries avail themselves of the opportunities offered by the treatment of prostitutes for venereal disease to carry on the work of rehabilitation, and it further suggested that attempts at rehabilitation might be more successful if a study were made of the antecedents of the women concerned. It expressed the hope that the Governments would take advantage of any means at their disposal to answer questions formulated on these points.

The Committee, for the purpose of these further enquiries, framed a questionnaire based on suggestions made in the course of its discussions. It decided that Parts I and II of the questionnaire, dealing with the rehabilitation of adult prostitutes, should be sent to all Governments Members and non-members of the League and to the assessors on the Committee, and that Part III, containing a list of questions relating to the antecedents of prostitutes, should be sent only to the Governments represented on the Committee and to the assessors.

It expressed the wish that the replies of the Governments might be received by November 1st, 1934.
3. SUPPRESSION OF THE ACTIVITIES OF "SOUTENEURS".

The Committee, in April 1934, decided to consider at its next session the preparation of an international convention for the punishment of souteneurs. It noted that the International Bureau for the Unification of Penal Law would be meeting in Paris at the beginning of 1935 to frame a draft convention for the suppression and punishment of persons exploiting the prostitution of others, and it requested the International Bureau to take as a basis the strictest existing legislative provisions for the suppression of their activities.¹

The Committee observed that draft proposals put forward at the fifth International Conference for the Unification of Penal Law, held at Madrid in 1933, were not sufficiently severe to ensure an effective campaign against souteneurs. The Madrid proposals applied only to one of the offences committed by souteneurs—namely, co-operation in soliciting in public places—whereas there were stricter laws in operation in various countries, providing penalties for such offences as affording habitual aid to prostitutes in carrying on their profession or living with prostitutes in circumstances which constituted presumptive evidence that the person concerned was supported by her immoral earnings.

The International Bureau for the Unification of Penal Law, during its Paris session held in January 1935, which was attended by a representative of the Legal Section of the Secretariat of the League, framed a series of articles which were considered by the Traffic in Women and Children Committee along with the texts previously framed.²

The Committee came to the conclusion that, at the moment, it would be premature to submit to the Council a new draft convention on the subject, as there were various questions which still required further consideration. It appointed a Sub-Committee for this purpose, to be assisted by experts of the International Bureau for the Unification of Penal Law and of the International Criminal Police Commission. The Sub-Committee will make a legislative study of the questions and prepare a preliminary draft convention to be submitted to the members and assessors of the Plenary Committee at its next session.

4. PROPOSED CONFERENCE OF CENTRAL AUTHORITIES OF EASTERN COUNTRIES.

The Committee of Enquiry into Traffic in Women and Children in the East mentioned, among other steps which might be taken in the campaign against the traffic in the East, an exchange of views between central authorities in Eastern countries.³

The Assembly, on September 26th, 1934, adopted a resolution to the effect that the report of the Committee of Enquiry should be considered at a conference of the authorities responsible in Eastern countries for the measures taken to prevent traffic in women and children.

The Secretary-General, in accordance with this decision, despatched a circular letter on November 19th, 1934, to the Governments of the United Kingdom, China, France, India, Iran, Iraq, Japan, the Netherlands, Portugal, Siam and the United States of America. The Governments were asked to state whether they were prepared to take part in such a conference and whether the conference might, in their opinion, be convened to meet at Singapore in 1936 at the same time as the annual meeting of the Advisory Council of the Eastern Bureau of the Health Organisation of the League.

France, the United States, Portugal, the Netherlands and the United Kingdom (for the Governments of Hong-Kong and the Straits Settlements) intimated their willingness to send representatives to a conference. The Governments of India and Iraq sent negative replies.

The Committee, noting these replies, was further informed that the Chinese Government was prepared to participate in the conference and that the Japanese Government might find itself in a position to take an interest in the conference. It further noted a statement from the Government of the United Kingdom that the Government of the Straits Settlements had serious objections from a local point of view to the conference's being held in Singapore.

The Committee decided that the conference should be held as soon as adequate preparations could be made, the autumn or winter of 1936 being the earliest date possible under the circumstances.

The Committee adopted the following resolution:

"1. The Assembly having, at its fifteenth session, expressed the opinion that the report of the Commission of Enquiry into Traffic in Women and Children in the East should be considered at a conference of the authorities who are responsible in Eastern countries for the measures taken to prevent traffic in women, with a view to securing closer co-operation and greater exchange of information between them;

2. The Traffic in Women and Children Committee has heard with much satisfaction that Governments of countries in the East have expressed their willingness to co-operate in the holding of such a conference under the auspices of the League of Nations."

² For the texts submitted to the Committee and the circumstances in which they were drafted, see document C.T.E.645.
2. The Committee expresses the hope that, if possible, the conference shall take place next year, after careful preparation in consultation with the Governments concerned; it suggests that the autumn or winter of next year might be the most convenient time.

3. The Committee requests the Council to authorise the Secretary-General to make all the necessary arrangements in consultation with the Governments concerned, especially with regard to the choice of a convenient place of meeting, the manner in which the conference should be constituted, and the subjects to be discussed. The Committee hopes that the Director of the Social Questions Section will attend the conference in view of his experience of the East and his special knowledge of the question to be discussed.

4. The Traffic in Women and Children Committee expressed the desire to have an opportunity of considering the agenda of the conference at its next session, in April 1936, when a joint session of the Child Welfare Committee and the Traffic in Women and Children Committee could be arranged.


The Advisory Commission for the Protection and Welfare of Children and Young People, when dealing, in April 1934, with the question of Russian women in the Far East, decided to ask the Council to recommend to the Assembly that a grant should be made to the Nansen Office for Refugees with a view to the relief of Russian women in the Far East. The Council, noting this recommendation on May 14th, 1934, expressed the opinion that it should be submitted for consideration to the Assembly.

The Assembly, on September 26th, 1934, instructed the Secretary-General to collect further information on the subject from official and unofficial sources and to report the result of such enquiries to the Traffic in Women and Children Committee.

The Secretariat, under these instructions, approached a number of Governments and authorities, as well as organisations and individuals likely to be interested, and submitted to the Committee, during its session held in April 1935, a summary of the information received.

The information thus obtained was by no means complete either as regards the area covered or the information supplied. The information with regard to Manchuria in particular was quite inadequate for forming any opinion as to the development of the situation.

It was clear, however, that the situation had grown even more serious since the Commission of Enquiry into Traffic in Women and Children in the East had made its investigations on the spot in 1930-31. More particularly, there had been during the last five years a migration of women refugees from Manchuria to Shanghai and other large cities of Central and Southern China. This movement was due chiefly to the economic situation in Manchuria, where the conditions of the population of Russian origin were deteriorating. The problem had assumed its most serious proportions in Manchuria and Shanghai. It was reported from one source that in Shanghai not less than 223% of all the Russian women between the ages of 16 and 44 were engaged in professional or casual prostitution. The question there had assumed the dimensions of a social mass problem and was fast outgrowing the scope of private and semi-organised charity.

Suggestions for preventive work, direct help and the creation of workshops and other establishments were put forward by various organisations and individuals on the spot, but attention was drawn to difficulties in the way of giving effect to these suggestions. The view was generally expressed that any action taken by the League or with the help of the League should be effected through existing local agencies; there was need, however, for an independent neutral element to participate in any future collective action, and suggestions were made that such a duty might be entrusted to a League representative. One of the special difficulties to be met was the fact that the women in need of relief were widely dispersed in large towns and that the voluntary organisations working on the spot were diverse in character and lacked co-ordination.

It would appear from the information received by the Secretariat that this deplorable state of affairs was to a great extent due to unemployment among male immigrants of Russian origin. The evil, therefore, could be attacked, not only by schemes of relief for the women in question, but also by the provision of employment for the men.

The Committee, after an extensive discussion of the information and proposals submitted, unanimously adopted the following resolution:

1. The Traffic in Women and Children Committee has examined the information which the Secretary-General has collected, in accordance with the decision of the 1934 Assembly, in regard to women of Russian origin in the Far East who have fallen into prostitution, and recommends that this information should be printed and placed at the disposal of the Assembly.

2. The information which has reached the League of Nations from various sources, both official and non-official, shows that the question is still serious, especially at Harbin, Mukden, Shanghai, and Tientsin. Much is being done by voluntary effort to alleviate...
the situation, but it appears to the Committee that these efforts need to be guided and co-ordinated by the municipalities in consultation with one another.

"3. The Committee thinks that the most hopeful way of attacking the problem will be, in particular, to increase considerably the social measures available for women of Russian origin in Harbin and other places in Manchuria, so as to prevent their drifting into prostitution in these areas or seeking the same mode of life elsewhere. The Committee has reason to believe that some of the important international societies which carry on work among women might be willing, if invited, to strengthen and co-ordinate their activities in the area mentioned.

"4. On the other hand, the Committee feels serious apprehension as to the extent to which many of these women of Russian origin are falling into the hands of traffickers. It strongly recommends that the attention of all authorities of the countries concerned should be drawn to this state of affairs, and that they should be urged to take all possible steps to frustrate the activities of these traffickers.

"5. It is apparent that financial help will be needed to enable the necessary social measures to be taken in different centres.

"The Committee feels confident that, when this need is realised, an appeal will meet with a generous response, not only from the general public, but from the municipalities."


The Committee noted that for many years only a little more than half the Members of the League had sent in annual reports on the traffic in women and children. The abstention of many countries decreased the value of the information, more particularly as a country which did not report not only deprived the Committee of information relating to itself, but reduced the comparative value of the whole body of information received.

It was further noted that there was a great diversity of form and matter in respect of the information received. The reports in fact differed so widely as regarded the scope and number of the cases reported, that the conclusions reached were necessarily only approximate and it had been found impossible to submit the statistics received in tabular form.

The Committee authorised the Secretariat to send reminders to the Governments concerned.

The Committee further decided that the questionnaire relating to traffic in women and children and to obscene publications, on which the annual reports of Governments were based, needed revision, so that repetition and monotony might be avoided in respect of the information furnished. It decided that the questionnaire should be re-examined in 1936.

Reports from the international organisations submitted by the assessors on the Committee gave an account of their work during the past year. The reports showed that the financial difficulties of these organisations, which were serious in 1934, had still further increased in 1935.

7. Abolition of Licensed Houses.

The Committee noted further information received from Governments concerning the results of the abolition of licensed houses.

The Austrian Federal Government had informed the Secretary-General that licensed houses had been abolished in Austria since 1921 and that the competent authorities intended to maintain the abolition.

The Estonian Government had reported that it did not consider it opportune to abolish all regulation of prostitution, particularly in regard to the registration and periodical medical examination of professional prostitutes.

The Government of the United States of America had reported that, except for one State (Nevada), there was no system of licensed houses and no registration or compulsory examination of prostitutes. The position in regard to prostitution was less satisfactory at the present moment as compared with the period before the depression, but it was hoped that measures for greater economic and social security, under consideration or in course of execution, would improve conditions.

The Lithuanian Government had reported that the system of licensed houses did not exist in Lithuania. Regulation was not prohibited by law, but was practised by the competent services. The health of registered prostitutes was medically controlled.

The Turkish Government had informed the Secretariat that the system of licensed houses existing in Turkey could not at present be modified. The houses were, however, strictly limited in number and controlled by special services.

The Yugoslav Government had submitted a copy of a law, of March 28th, 1934, prohibiting prostitution and the keeping of licensed houses.

Chile, which had abolished the regulation of prostitution and the system of licensed houses in 1925, had introduced in 1931 compulsory treatment for venereal diseases. The new public health legislation provided for the registration of professional prostitutes.

In the province of Santa Fé, in the Argentine, the abolition of licensed houses and the regulation of prostitution effected in 1933 in the city of Rosario de Santa Fé had been extended in 1934 to the entire province of Santa Fé, with the exception of the capital.
The Union of South Africa and the mandated territory of South West Africa, Denmark, Liechtenstein, Monaco, Sweden and the Union of Soviet Socialist Republics had all reported that the system of licensed houses had either never existed or had been abolished within their territories.

B. CHILD WELFARE COMMITTEE.

The Child Welfare Committee met at Geneva for its eleventh session from April 25th to May 3rd, 1935. The report of the Committee was communicated to the Council on May 23rd, 1935. The Council noted the report and authorised the Secretary-General to give effect to the recommendations of the Committee.

I. INSTITUTIONS FOR NEGLECTED AND DELINQUENT MINORS.

The Child Welfare Committee, after a careful consideration of the information furnished by forty Governments, has framed a number of observations and suggestions. It noted in the first place that the maximum age at which minors can be admitted to institutions for education and training varies widely, and it requested the Social Section of the Secretariat, with the assistance of the Legal Section, to prepare for its next session a study on the age of criminal responsibility with special reference to the care and training of neglected or delinquent minors.

The Committee, recalling a previous resolution adopted in 1932 to the effect that all confinement in prisons should be absolutely excluded in the case of children, adopted the following resolution:

"The Child Welfare Committee,

Expresses the wish that all countries that have hitherto tolerated the imprisonment of children in any form whatsoever should aim at abolishing this system, replacing it in the case of delinquent minors by suitable measures of a purely educative character.

Furthermore

Steps should be taken to see that young persons are only sent to prison in exceptional cases, and that the competent authorities have the power to apply to young persons who have committed an offence, instead of sentences of imprisonment, other measures—e.g., confinement in appropriate institutions such as those of the Borstal type."

The Committee, reviewing the results of its enquiries into institutions for neglected and delinquent minors, emphasised that the object of such establishments was to prepare children and young persons for an independent and unsheltered life outside. It drew attention to the need for observation centres where, in the case of children retarded in development or in any way abnormal, an accurate diagnosis of their characteristics might be made with a view to the application of appropriate educational or curative measures; to the desirability of organising establishments of a special character to deal with cases in which supervision appropriate to the mental and physical condition of the children might be necessary; to the value of the hostel type of establishment, which offered opportunities of independent work or training outside; to the importance of having, among the reformative type of institution, establishments of a Borstal character; to the importance of avoiding the practice of calling institutions for such children by names implying that they were places for training delinquent minors; to the necessity of examining the personality of the child and of securing an adequate and qualified staff for the institutions. It further recommended the inclusion of physical education and games in the curriculum and suggested measures for the religious, scholastic and vocational training of the children. The Committee finally emphasised that every effort should be made to keep the children in touch with normal life outside the institutions, that their period of stay should depend on the results of the training given in each particular case and that final release should be preceded by a period of provisional release subject to supervision.

The Committee decided that, at its session to be held in April 1937, a general study should be made of the problem of neglected and delinquent children, and that in 1936 a special committee should be appointed to prepare for this study in co-operation with the Secretariat.

2. THE CINEMA FOR YOUNG PEOPLE.

The Committee, in 1934, decided to take as one of its principal subjects of discussion in 1935 the question of the recreational aspect of the cinema for young people and, as a preliminary step, its members were asked to furnish information from their respective countries. The assessors were also asked to collect material.

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The Committee, during its session in 1935, noted information received, as a result of these requests, in respect of the age of admission of children to cinemas in the various countries, frequency of attendance, effects on the mentality of the children and attempts made to provide special performances or to furnish special films for children.

The Committee observed that the cinema habit among young children was growing in Eastern countries and that some of the films produced in Western countries gave to these young people a perverted view of the habits and customs of Europe and America. The unfortunate impression created by films of this kind was emphasised by the representatives of Eastern countries on the Committee.

The Committee came to the conclusion that, as the information before it was partial and incomplete, it would not be justified for the moment in forming any definite opinions or making any specific recommendations. It was satisfied, however, that the recreational aspect of the cinema was one of international importance from the point of view of the welfare of young people and that it deserved closer examination. The Committee thought that the best way of pursing the task to which it had set itself was to obtain fuller information. For this purpose, it recommended that a questionnaire should be sent to the States Members of the League and that the Secretariat should collate and analyse the information obtained with a view to a further consideration of the question at the next session. The Committee invited the Council to send the material already collected, together with the Committee’s preliminary comments, to the International Educational Cinematographic Institute at Rome for any observations which that Institute might be able to offer.

The Council Rapporteur for child welfare questions, submitting these recommendations to the Council, observed that in practice, and with a view to deriving full benefit from all the efforts already made, due regard should be had, in the consultation of Governments, to the function of the Rome Institute and to the information already collected by that Institute concerning the educational aspect of the cinematograph for young people. It was therefore highly desirable that a close collaboration should always be maintained between the Child Welfare Committee and the Rome Institute, since the latter was in a position to help greatly in collecting the information necessary for the work of the Committee in regard to all questions relating to the cinematograph. Preliminary consultations would have the advantage of obviating any risk of overlapping.

The liaison agent with the International Educational Cinematographic Institute in Rome, in submitting his annual report to the Committee, recommended its members to urge their respective Governments to ratify the international Convention on the abolition of Customs barriers in respect of films having an educational character. He further proposed that the Committee, at its next session, should endeavour to enumerate the features which a film should possess in order to be regarded as suitable for young people.

### 3. ASCERTAINMENT OF BLIND CHILDREN.

The Committee, considering the means whereby the existence of blind children might be ascertained, with a view to their early treatment and education, noted a report prepared by a Sub-Committee of experts composed of Dr. Estrid Hein, delegate of Denmark, Dr. René Sand, member of the Health Committee of the League, and Mr. Lovett, of the British Ministry of Health.

The Committee noted that the detection of blindness in young children was an exceedingly difficult matter and that different methods were followed in different countries. Discovery through the census was not a very reliable method, owing to the difficulty of applying a satisfactory definition of blindness at an early age and the fact that parents were often reluctant to admit the fact of blindness. Suggestions were considered to the effect that notification might be made compulsory for parents or guardians or only for such officials or institutions as came into contact with the children between birth and school age, such as midwives, doctors, ministers of religion, infant welfare centres, health visitors and school census collectors. It was pointed out that notification by parents would meet with strong opposition on the part of those who believed that the child might, as a result, be removed from home and placed in an institution.

Among the matters discussed by the Committee were provisions for assisting parents in the education of blind children, grants to indigent parents of a blind child with a view to its special treatment, nursery schools for blind children, both residential and non-residential, the work of visiting experts who might instruct parents in the care of the child, and the system introduced in several countries under schemes for maternity and child welfare whereby health visitors kept children under observation in the first year or first few years of their lives.

### 4. EFFECTS OF THE ECONOMIC DEPRESSION AND UNEMPLOYMENT UPON CHILDREN AND YOUNG PEOPLE.

The Committee, in April 1934, discussed at length the effects of the economic depression and unemployment upon children and young people in the light of reports received from a number of Governments and associations. The Committee this year, in view of the fact that the question of the unemployment of young persons would be discussed by the International Labour Conference in June 1935, decided to concentrate mainly on this aspect of the problem.

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Reports from twenty Governments and from several private organisations were considered and a representative of the International Labour Office explained to the Committee the draft recommendation on unemployment among young persons which the Office had prepared for submission to the International Labour Conference in June. The Committee decided to take this draft recommendation as a basis for its discussion.

Emphasis was laid by certain delegates on the necessity, in any measures which might be taken, of maintaining the integrity of the family and of keeping in view the moral as well as the material aspects of the problem.

The Committee, after noting the recommendations prepared for the consideration of the International Labour Conference of 1935 and expressing the hope that the Conference would take into consideration the views expressed by the Committee, adopted a resolution in the following terms:

"The Child Welfare Committee desires to draw the attention of the International Labour Conference specially to the following matters:

1. The economic depression has had serious effects, not only on the young manual workers, but also on young persons belonging to other milieux, many of whom have suffered severely from the crisis. The unfortunate position of these young people deserves equal consideration with that of the manual workers.

2. In connection with the proposal to raise the school age, the needs of the industrial and agricultural worker call for special consideration. It is desirable that the education given during the extended period of education should have special reference to their future occupation.

3. In the case of the young industrial workers, some attempt should be made in the later years of education to prepare for the wise use of leisure, so as to compensate for the physical and mental effect of mechanised work and to develop, by practical methods of civic instruction, a realisation of their obligations towards the community."

The Committee, after discussing the value for children of school age of play centres in which they might spend their free hours in conditions ensuring the development of their moral and physical welfare, requested the Secretariat to collect documentary material regarding the methods of organisation of these institutions and the pedagogic methods employed therein.


The Committee considered a memorandum prepared by the Secretariat on the development of its informative activities in the field of child welfare.1

The Committee noted a programme of work framed by the Chief Librarian of the League of Nations with a view to collecting printed material and rendering it as accessible as possible.

The Committee further noted a plan of work of the Social Questions Section submitted by the Director of the Section.

The Assembly had recognised that, for the collection of the necessary material, it would be necessary, among other measures, to approach the various Governments. The Committee accordingly decided that all Governments should be invited to supply a list of the principal child welfare associations working in their country and that they should be asked to submit in their annual reports their documentary material arranged under the following heads:

1. Legislation on infants, children of pre-school age, children of school age and adolescents of post-school age;
2. Legislation regarding special categories of children, such as delinquent children, physically defective children and mentally defective children;
3. Legislation contemplated under heads (1) and (2);
4. Information regarding the practical application of legislation by the State, the local authorities and private organisations.

It was understood that the Secretariat would examine the reports supplied, collect as complete documentary material as possible on the international associations dealing with child welfare questions and get into touch with the International Labour Office with a view to benefiting as far as possible from the experience acquired by that organisation.

The Committee suggested that the questions regarding which the Information Centre should first collect material were the following:

1. The age of marriage and consent;
2. The status of illegitimate children and the guardianship of such children; the position of illegitimate children under the social insurance laws and official documents not divulging illegitimate birth;
3. The recreational cinematograph;
4. Neglected and delinquent children, juvenile courts, auxiliary services, institutions;
5. Blind children.

[1 Document C.P.E. 498.]

The Secretary-General, on May 14th, 1934, sent a questionnaire to all Governments for the purpose of obtaining information with regard to the various methods of placing children of over 3 years of age with families. The Committee was of the opinion that the information supplied by governments was in many cases very theoretical and limited strictly to reply to the questions asked. In order to add thereto information of a more practical nature, it decided to invite the members and assessors of the Committee to supplement this information from their personal experience or by applying to men and women workers actively engaged in that branch of social work.

7. Co-operation with the Health Organisation.

A report from the Health Organisation on various aspects of its work of interest to the Child Welfare Committee was submitted and considered. Special attention was drawn to a study on infantile mortality which emphasised the importance of illegitimacy as a factor of mortality among young infants.

The Committee decided to keep on its agenda the study of the situation of illegitimate children and to examine such aspects of the problem as lay within its competence.


The Assembly, on September 26th, 1934, adopted a resolution recommending Governments to adapt their penitentiary systems to the Standard Minimum Rules drawn up by the International Penal and Penitentiary Commission, if their systems were below the minimum laid down in the said rules. It further instructed the Secretary-General to request Governments to communicate, if possible annually, the experience obtained and any other observations relating either to the application of the Standard Minimum Rules or to reforms brought about in penitentiary matters.

The Secretary-General, in a letter addressed to Governments on October 26th, 1934, circulated the Assembly's resolution on the Standard Minimum Rules asking them to send in their reports not later than July 1st, 1935.

The information transmitted by Governments and a review of the current activity of technical organisations working in the field of penal and penitentiary matters will be submitted to the delegates of the forthcoming Assembly, as usual, in a separate document.

III. Assistance to Indigent Foreigners

The Assembly, in a resolution adopted on September 27th, 1934, requested the Secretary General to invite the Governments to send in their observations as soon as possible on the draft Convention and Recommendations drawn up by the Committee of Experts in December 1933.

The Secretary-General, in accordance with this request, addressed a circular letter to the Governments on October 26th, 1934.

Up to May 15th, 1935, the following twenty-seven Governments had submitted their observations: Australia, Austria, Belgium, Chile, China, Denmark, Estonia, Finland, Greece, Hungary, Iceland, India, Iraq, Italy, Japan, Latvia, Lithuania, Monaco, Netherlands, New Zealand, Norway, Poland, Spain, Sweden, Switzerland, Turkey and Yugoslavia.

12. Traffic in Opium and Other Dangerous Drugs.

A. Work of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs.

The report of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs on the work of its eighteenth session, held at Geneva from May 18th to June 2nd, 1934, was noted by the Council on September 7th, 1934.
The Advisory Committee met for its nineteenth session at Geneva from November 15th to 28th, 1934, and its report on the work of the session was noted by the Council on January 14th, 1935.1

The Council observed that special consideration had been given to problems raised by the illicit traffic and clandestine manufacture and by the extending and more definite application of the Limitation Convention of 1931. Special attention was directed to the adoption by the Chinese Government of new methods of dealing with the illicit traffic in opium and drugs and to studies made by the Committee of the position in regard to Indian hemp and the use of codeine.2

1. RATIFICATION OF CONVENTIONS.

The Advisory Committee was informed that Austria had ratified the Limitation Convention of 1931, while Norway and Honduras had acceded to it. Forty-eight States, as a result of these accessions and ratifications, were parties to the Convention.

Honduras and Ecuador had acceded to the Convention of 1925 and fifty-two States were parties to the Convention.

The Bangkok Agreement of 1931 had been ratified by the United Kingdom, France, Netherlands, Portugal and Siam. Ratification by two other signatories was necessary to bring the Convention into force—namely, the Governments of India (in respect of Burma) and Japan. The Japanese representative on the Committee intimated that his Government was prepared to ratify the Agreement, but not until a decision had been reached as to the ratification of the Limitation Convention of 1931. The representative of India stated that the Government of Burma intended to submit a Bill or resolution to the Legislative Council of Burma in order to enable the Government of India to ratify the Agreement.

2. ILLICIT TRAFFIC.

The Sub-Committee on Seizures of the Advisory Committee made a detailed examination of the reports on seizures submitted by the various Governments and of other documents relating to the illicit traffic. It investigated the general development of the illicit traffic in 1933 and in the first nine months of 1934, and embodied the results of this examination in a report submitted to the Advisory Committee.

Special attention was directed to the development of clandestine manufacture of morphine and heroin and to the control of acid acetic anhydride and caffeine.

The United States representative on the Committee had, in May 1934, referred to the important problem of acid acetic anhydride, a substance which, he stated, was in practice almost indispensable for the manufacture of heroin and had only limited uses for other industrial purposes. The Committee had been informed of remarkable increases in the import of this chemical into Bulgaria and China, the amounts involved sufficing to manufacture enough heroin to cover the world's legitimate needs of this drug for many years, and the Council, in September 1934, had requested the Secretary-General to ask all Governments to furnish regularly in future statistics of all imports and exports of acid acetic anhydride showing destination and provenance.

The Chinese representative, addressing the Fifth Committee of the Assembly in September 1934, had undertaken to enquire whether his Government would agree to regard acid acetic anhydride and caffeine as dangerous drugs for which import certificates would be required and whether it would arrange for special returns of the imports of these drugs to be made by the Customs authorities. He informed the Advisory Committee that the first of these suggestions was unacceptable, representing that both substances had legitimate uses, that there were numerous alternative products from which heroin could be manufactured and that they could be smuggled into the country, or produced in China itself, if their import was prohibited. His Government agreed, however, to furnish import statistics of these substances as from January 1st, 1935.

The Committee noted that the Bulgarian Government had adopted measures for the control of acid acetic anhydride and that seizures had already been effected.

Information placed before the Committee indicated, on the other hand, that the imports of this substance at Shanghai continued on a scale sufficient to cause concern.

Attention was drawn by the Sub-Committee on Seizures to raids on clandestine manufacturing plants reported by Greece, Bulgaria, Turkey, China, by the authorities of the foreign concessions and settlements at Shanghai and Tientsin, and by Japan in respect of the Kwantung Leased Territory. The operations of the factories were reported to have been conducted on a comparatively small scale in most cases, but the fact of their existence and indications that they were not the only establishments producing drugs in the areas concerned were regarded by the Committee with alarm. It appeared, more particularly, that clandestine manufacture assumed serious proportions in and around Amoy, in Fukien Province and Yunnan. The Chinese representative on the Committee undertook to ask his Government for information on the subject.

1 Document C.536.M.241.1934.XI.
2 Eighty-fourth Session of the Council, Third Meeting, Minute No. 3523.
3. THE SITUATION IN BULGARIA.

The Advisory Committee, which in May 1934 had viewed with misgiving information furnished in regard to the development of the manufacture of heroin in Bulgaria in connection with imports of acid acetic anhydride and a considerable increase in the production of raw opium, was glad to note that, owing to repressive measures taken by the Bulgarian Government, there had been a notable improvement in the situation. The Committee expressed its appreciation of the energetic action taken by the Bulgarian Government in several directions. Owing to a strict supervision exercised over factories and producers of opium and to a limitation in the number of dealers in raw opium, factory after factory was closing down and only three of seven licensed factories remained in operation. Moreover, the Bulgarian Government, on June 5th, 1934, had prohibited the import of acid acetic anhydride except under an authorisation specifying the purpose for which the product was required. The Bulgarian Government had further supplied statistics of imports of acid acetic anhydride and of the production of raw opium, from which it appeared that, though there was undoubtedly a certain illicit output of dangerous drugs in 1932, the amounts involved had been less than the earlier information placed before the Committee seemed to suggest.

The Council, recording its appreciation of the action taken by the Bulgarian Government, expressed the hope that it would succeed in definitely removing the menace which had arisen.

4. THE SITUATION IN CHINA.

The Advisory Committee heard a statement from the Chinese representative as to the further measures which were being taken by his Government to deal with the problem of dangerous drugs. The Chinese Government had introduced new methods with a view to the ultimate abolition of the abuse of narcotics, and more particularly with a view to meeting the increasingly serious danger of addiction to manufactured drugs.

1. The penalties for the manufacture, transportation and sale of drugs had been made extremely severe. The laws relating to drugs were being administered by the military courts and traffickers had been sentenced to death.

2. Institutions for the treatment of drug addicts had been established at Nanking, Peiping, Tientsin, Shanghai and other towns.

3. A system of gradual restriction had been introduced, with a view to abolition within a specified period of the use of opium and of poppy cultivation. Permits to smoke opium were granted to aged persons and inveterate addicts, but the use of opium must cease within six years.

4. The cultivation of the poppy had been immediately prohibited in eleven provinces. In other provinces, cultivation remained prohibited where it did not already exist and, where existing, the amount produced was to be reduced year by year with a view to total abolition within a period of six years.

5. An opium suppression supervisory bureau had been set up to co-ordinate and supervise these measures under the direction of the President of the Military Council of the National Government.

6. The import of foreign opium into China remained prohibited and the new regulations did not provide for exports of Chinese opium.

Several members of the Committee, particularly the representatives of Spain, Italy, Portugal, Japan and Siam, congratulated the Chinese Government on these new measures, the representatives of Portugal and Japan regarding them as a recognition of the advantages of a system of gradual reduction as compared with a system of prohibition.

Other members of the Committee, however, noted that the new system introduced a system of monopoly which might not be without its attendant dangers and might even become permanent owing to the fact that it created a source of revenue. The representatives of Austria, Belgium, Canada, the United States of America and the United Kingdom hesitated to give an opinion on the new system without a full knowledge of the results achieved.

The Chinese representative, while admitting that the new system did not realise the idea of absolute prohibition, represented that it had been introduced to meet the special danger arising from drugs and pointed out that it fixed a definite time-limit for the elimination of opium-smoking and the cultivation of the poppy. He assured the Committee that it might rely on the firm determination of the Chinese Government to enforce the system, and in this connection appealed for the co-operation of the other Powers.

The Advisory Committee discussed again a suggestion, already considered during its two previous sessions, that a special enquiry should be made into the conditions and circumstances of the existing system of co-operation between the Chinese authorities and the foreign authorities in China, the difficulties encountered and the steps which might be taken to overcome them.

It had been the view of the Chinese Government in May 1934 that the proposed survey should be limited to the concessions, settlements and leased territories. It had since decided, however, that the survey might be an investigation on the spot into conditions of co-operation...
between Chinese and foreign authorities with a view to the application of Chapter IV of the Hague Convention. It was of opinion that the survey might begin immediately and should be under the direction of a person chosen by the League of Nations and having a thorough knowledge of the work of the League for the suppression of the traffic in opium and other dangerous drugs.

Questions arising in regard to the application of Chapter IV of the Hague Convention are considered in the first instance by a Permanent Sub-Committee of the Advisory Committee. Certain members of the Sub-Committee urged that the survey should also cover the question of clandestine manufacture in China. The Chinese representative said that his Government was not, in principle, opposed to that suggestion, but felt that it would be premature to give immediate effect to it in view of the new methods and regulations which had been so recently introduced. He agreed that questions of clandestine manufacture would come within the limits of the survey so far as they had a direct relation to the questions covered by Chapter IV of the Hague Convention.

5. MEASURES AGAINST CLANDESTINE MANUFACTURE AND ILLICIT TRAFFIC.

(a) Information regarding Specialised Police Services.

The Advisory Committee was requested, by a resolution adopted by the Assembly on September 27th, 1934, to obtain information regarding specialised police services working for the detection and suppression of clandestine drug factories and of illicit traffic in general.

The Council, on January 14th, 1935, acting upon a recommendation of the Advisory Committee, instructed the Secretariat to send a circular letter to Governments requesting them to furnish particulars regarding specialised police services dealing with the campaign against dangerous drugs, the training of such services and, in cases where they did not exist, particulars of the personnel and methods employed for the purpose.

(b) Passports of Traffickers.

The Advisory Committee noted:

(i) the numerous irregularities to which drug traffickers resorted in order to obtain passports issued in due form, and (2) the traffic in false passports of which the traffickers frequently availed themselves. It adopted a resolution emphasising the desirability of a thorough study of this important question and urging that the services concerned should apply their energies to the detection and punishment of offences of this kind. Direct co-operation should be ensured between the authorities charged with the issue of passports and those in the same country responsible for the control of the drug traffic.

The Council, on January 14th, 1935, instructed the Secretary-General to forward this resolution to the Governments.

6. SUPERVISION OF INDIAN HEMP AND OF PREPARATIONS WITH AN INDIAN-HEMP BASIS.

The Advisory Committee, which for some time had felt considerable misgiving regarding the increase in addiction to Indian hemp in certain countries, made a special study of the subject in the light of documents prepared by the Secretariat according to previous instructions and observations received from members of the Committee.¹

The information before the Committee showed that the habitual use of marihuana appeared to be spreading in some parts of the United States, particularly among young people in large cities. The abuse was also extending among the younger generation in Canada.

The Committee received from the French Government the text of a Decree, dated August 28th, 1934, concerning the regulations applicable to dangerous drugs, and to Indian hemp in particular, in Syria and the Lebanon. The cultivation of Indian hemp was prohibited together with the manufacture, possession, purchase, sale, import or export of Indian hemp, resin, preparations with a resin base, extracts and tinctures. The Committee congratulated the French Government on its vigorous policy.

The Committee also received a note from the Chemical Research Service in the Belgian Congo on the origin, varieties, use and chemical composition of hashish and other products derived from Indian hemp, and was informed of the steps taken in the Belgian Congo, by means of decrees issued in 1903 and 1917, to prohibit the cultivation, sale, transport, possession and use of Indian hemp for smoking purposes.

The Egyptian representative stated that the situation in Egypt had not changed appreciably since the last session of the Committee, except that the strict regulations adopted by the French authorities in Syria and the Lebanon and by the Greek Government had led to a disappearance from the Egyptian market of hashish smuggled from Syria and Greece. He hoped that methods similar to those in force in Syria and Greece would be adopted by other countries where Indian hemp was known to be cultivated.

The Egyptian representative repeated that the provisions of the Geneva Convention of 1925 were inadequate to check the evil. Bulgaria, Egypt, Greece, Iraq, Turkey and Yugoslavia had prohibited during recent years the cultivation of the plant. and in his view the time the

had come to revise the Convention of 1925 or to frame a new international agreement with a view to preventing its cultivation elsewhere. He emphasised that the raw resin and resin preparations of Indian hemp were of no therapeutic or industrial value and that the traffic in these commodities was due solely to their toxic property.

The representative of India maintained that it was neither practicable nor desirable to change existing policy in that country under which the moderate use of raw opium and drugs with a hemp basis was tolerated, while every possible measure was taken to prevent abuse. The use of these drugs was connected in India with certain social and religious customs; experiments in total prohibition had been unsuccessful; a change of policy, moreover, would be inopportune when the Constitution of India was in process of reorganisation.

The Committee concluded that the problem of Indian hemp called for thorough study, owing to serious developments in certain countries and the apparent inadequacy of the supervision at present exercised.

The Committee accordingly decided to set up a Sub-Committee consisting of the representatives of Canada, Egypt, Spain, the United States of America, France, the United Kingdom, India, Mexico, the Netherlands and Poland and M. de Myttenaere, Assessor to the Committee, to study the whole problem of Indian hemp with the possible co-operation of experts. The Committee at the same time requested the Secretariat to prepare a bibliography of the literature relating to Indian hemp and to consider the possibility of publishing a memorandum.

7. PREPARATIONS FOR A CONFERENCE TO CONSIDER THE POSSIBILITY OF LIMITING AND CONTROLLING THE PRODUCTION OF RAW MATERIALS.

The Council, on September 22nd, 1933, decided to forward to Governments questionnaires prepared by the Advisory Committee with a view to collecting information to serve as a basis for the work of a Conference to consider the possibility of limiting and controlling the cultivation of the opium poppy and the cultivation and harvesting of the coca leaf. The Committee noted with regret that neither the chief opium-producing countries nor the countries which were the chief importers of opium had furnished the necessary replies. The Committee instructed the Secretariat to remind the Governments concerned of the importance of the information desired.

The Committee further requested the Secretariat to ask the Governments for any additional information which might be necessary in regard to the cultivation and harvesting of the coca leaf.

8. EXAMINATION OF THE STATEMENT OF ESTIMATED WORLD REQUIREMENTS OF DANGEROUS DRUGS IN 1935 Issued by the Supervisory Body.

The Advisory Committee noted with interest the Statement of Estimates for 1935 issued by the Supervisory Body under the Limitation Convention of 1931. It paid a tribute to the important work done by the Supervisory Body in putting into operation a system of estimates for world requirements of drugs—a unique system of international accountancy covering seventy-three countries and one hundred and seventeen territories.

The Committee noted that the Supervisory Body, in observing the time-limits specified in the Limitation Convention, was obliged to work under conditions of great pressure and had not found it possible in a number of cases to make a complete examination of the estimates submitted by Governments, owing to the fact that information or explanations required from several countries had not been received in time.

The Committee appealed to Governments to facilitate the work of the Supervisory Body by avoiding delay in the transmission of estimates. It drew attention to the fact that, for the effective discharge of its duties, estimates should be submitted to the Supervisory Body by August 1st at latest. It further noted the statement issued by the Supervisory Body to the effect that Governments, in submitting supplementary estimates, should give a full explanation of the circumstances which rendered them necessary.

The Council, on January 14th, 1935, endorsed the appeal of the Advisory Committee and requested the Secretary-General to give effect to it.


(a) Disposal of Seized Drugs.

The attention of the Advisory Committee was directed to the question whether, under the Limitation Convention of 1931, drugs seized as passing into the illicit traffic might be exported by the Governments concerned.

It was argued that the employment in trade of seized drugs was unduly prejudicial to the legitimate industry and might even be regarded as defeating the essential purpose of the Convention, which was to establish a clear distinction between drugs intended for legitimate

and illegitimate purposes. Several members of the Committee commended the practice current in the United States of America, whereby confiscated drugs were either destroyed or placed in Government stocks, and in India, where they were handed to hospitals only at the request of such institutions.

The majority of the Committee was of opinion that the possibility of export or re-export under Article 18 of the Convention was definitely excluded. The Committee, however, was not unanimous on this point.

The following recommendation was adopted by the Committee by 12 votes to 4, with 2 abstentions:

"The Advisory Committee on Traffic in Opium and Other Dangerous Drugs,

Reminding Governments that the Convention of 1931 does not permit the export of seized drugs;

Considering that seized drugs, if again employed in trade, might jeopardise the proper working of the said Convention;

Recommends to Governments that seized drugs, if not destroyed or converted, but reserved for medical and scientific use within the meaning of Article 18 of the Convention, should be devoted to the requirements of hospitals and scientific institutions or incorporated in Government stocks."

The Council, on January 14th, instructed the Secretary-General to forward this recommendation to the Governments with a request that they should state whether they already applied or were ready to apply these measures.

(b) Extension of the Manufacture of Drugs to New Manufacturing Countries.

The Advisory Committee, observing the extension of the manufacture of narcotic drugs to new manufacturing countries, examined a memorandum prepared by the Secretariat showing that, since the decision of the Assembly in September 1929 to hold a Conference on the Limitation of Manufacture, seventeen new factories, authorised to manufacture one or other of the principal drugs, had been established in ten countries or territories.

Some members of the Committee felt uneasiness at this development. It was recognised that it might to some extent be ascribed to the general trend of countries towards economic autarchy, but it was felt that the dangers inherent in an excessive extension of the manufacture of narcotic drugs called for a policy calculated to restrict the number of factories, having regard to a normal relationship between productive capacity and the needs of the market.

The Committee adopted the following recommendation by 11 votes to 3, with 4 abstentions:

"The Advisory Committee requests the Council to urge the manufacturing countries not to issue new licences to manufacture drugs if the factories at present existing in their respective countries have a manufacturing capacity sufficient for the needs of their domestic and export markets."

The minority of the Committee which voted against the recommendation felt that it was undesirable for the Committee to make such a recommendation before the end of the first year of the operation of the Limitation Convention of 1931.

The Council, on January 14th, 1935, instructed the Secretary-General to forward this recommendation to the Governments.

10. Export and Import of Dross for the Manufacture of Dangerous Drugs.

The Government of Siam has considered the possibility of using the large quantities of dross collected from the opium-smoking establishments in Siam and at present in its possession for the extraction of morphine for medical and scientific purposes.

The Siamese representative accordingly asked the Advisory Committee to give its opinion whether the export of such dross by Siam and its import by other countries were compatible with the provisions of the Hague Convention of 1912 and the Geneva Agreement of 1925. Article XI of the Geneva Agreement, on the other hand, stipulated that its provisions should not apply to opium destined solely for medical and scientific purposes.

The Advisory Committee decided, by 14 votes to 1, with 2 abstentions, to return a negative answer to the question raised by the Siamese representative.


The Italian representative on the Advisory Committee, pointing out that Recommendation X of the Limitation Conference of 1931 advocated research work with a view to discovering medicaments which did not give rise to addiction and which might be used as substitutes for narcotic drugs, drew the attention of the Committee to recent researches carried out at
the Pasteur Institute in Paris and at the Haffkin Institute in Bombay regarding the use of cobra venom for the relief of pain in cases of cancer.

The Advisory Committee instructed the Secretariat to collect material on the subject by the most appropriate means and, if necessary, with the assistance of the Health Committee for consideration at its next session.

12. FORM OF ANNUAL REPORTS FOR THE USE OF GOVERNMENTS.

The Advisory Committee adopted, on November 24th, 1934, a form of annual report for the use of Governments furnishing information on the traffic in opium and other dangerous drugs.

The Council, on January 14th, instructed the Secretary-General to communicate the new form of annual report to the Governments and to draw their attention to the importance attached by the Committee to the communication of as full information as possible.

13. DRAFT CONVENTION FOR THE SUPPRESSION OF ILLICIT TRAFFIC IN NARCOTIC DRUGS.

The Advisory Committee approved, in 1934, a revised text of a preliminary draft Convention for the suppression of illicit traffic in narcotic drugs. The Governments have been twice consulted in regard to this draft Convention, in August 1933 and in July 1934. Thirty-three countries, as a result of these consultations, have stated that they are prepared to participate in a Conference, and have agreed that the draft Convention submitted to them would be a suitable basis for the work of the Conference. Certain of these Governments, however, have intimated that they would not be able to become parties to the Convention unless certain of its provisions were modified so as to conform with their national legislation.

Under these conditions, there representative of Portugal, on May 22nd, 1935, Rapporteur to the Council, proposed that the draft Convention should be further revised by a Sub-Committee of Experts and that the following Governments should be invited to appoint members of the Sub-Committee: Austria, United Kingdom, Canada, Chile, Czechoslovakia, France, Greece, Italy, Japan, Poland, Spain, Sweden, U.S.S.R. and India. He suggested that the Sub-Committee should meet at Geneva on December 9th, 1935, and that the draft Convention framed by the Sub-Committee should be submitted directly to the Conference. The Council agreed to this proposal.

The Council considered it desirable that the Conference should take place in June 1936, the final date to be fixed by it in January 1936.

It was decided that all Members of the League and non-member States should be invited to participate, and that the International Criminal Police Commission at Vienna should be asked to attend the Conference in a consultative and expert capacity and to assist the Sub-Committee of Experts in its work.

14. PUBLICITY.

The Assembly, in September 1934, expressed the desire that "more general publicity should be given to the great success achieved by the League in every respect over the traffic in dangerous drugs. For this reason, it recommended that the report of its Fifth Committee summarising the work so far achieved in this field should be published by the Information Section of the Secretariat, with the necessary changes or adjustments, in the form of a pamphlet for general distribution. A document, prepared in accordance with this suggestion, was duly published by the Information Section as a supplement to its Monthly Summary in the six languages in which the summary appears—namely, French, English, German, Italian, Spanish and Czech. The document was also reproduced in the Annual Bulletin of League of Nations Teaching published by the Secretariat in December 1934. Copies of the document were sent by the Secretariat to a considerable number of persons such as editors of newspapers, publicists, university professors and members of Parliament. The Secretariat has received a number of editorials based on the document which have appeared in newspapers in different countries, as well as letters expressing appreciation of the action taken by the Assembly in bringing the work of the League in this sphere more prominently before the public.

B. WORK OF THE PERMANENT CENTRAL OPIUM BOARD.

The Permanent Central Opium Board, established under the Geneva Opium Convention of 1925, held its twentieth session from May 7th to 11th, 1934.

The Board, in examining the current statistics furnished by Governments under the Convention, tentatively adopted a provisional procedure which it considered would best ensure a practical application of Article 14 of the Limitation Convention. The article provides for certain measures in the event of import and export returns forwarded to the Board or notifications made in pursuance of paragraph 1 of the article showing that the quantity of drugs exported or authorised to be exported to any country has exceeded the total of the estimates for that country.

2 Document C.208.1935, Eighty-sixth Session of the Council, Second Meeting, Minute No. 3584.
I. REPORT TO THE COUNCIL, SEPTEMBER 1934.

The Board, at its twenty-first session, held from August 9th to 24th, 1934, prepared its annual report on the statistics for 1933 and on the work of its previous four sessions (eighteenth session, October 25th to 30th, 1933; nineteenth session, January 17th to 19th, 1934; twentieth session, May 7th to 11th, 1934; and twenty-first session, August 9th to 24th, 1934).

The report of the Board, submitted to the Council in September 1934, contains its conclusions on the world situation with regard to narcotic drugs in 1933 based on a detailed examination of the statistical information received under the Opium Convention of 1925.

The Board draws attention to the fact that its work is seriously hampered because the statistics which should be furnished by the parties to the Convention are not always forthcoming and are sometimes received after the date prescribed by the Convention.

The main interest of the report lies in a comparison of the reported manufacture of drugs in 1933 and 1932. An examination of the relevant figures reveals a general increase in the quantity manufactured in 1933. While the increase is small in the case of cocaine (1.06%), and only slightly larger in the case of diacetylmorphine (2.43%), it is very considerable in the case of morphine, not only in respect of the total morphine manufactured (11.52%), but also in respect of morphine remaining as such (31.12%).

World stocks at the end of 1932, as compared with those reported for 1933, show a decrease of 3.5% in respect of cocaine, whereas there is an increase of 2.7% in respect of diacetylmorphine. In the case of morphine, the increase is substantial (10.077 kg. in 1933 as against 8,613 kg. in 1932, or an increase of 17%). This increase in stocks in 1933, together with the increase in manufacture already mentioned, should, however, be considered in the light of the decrease in the same items in 1932.

The volume of international trade in manufactured drugs in 1933 remained on a scale very similar to that of 1932.

The Board, by deducting the stocks remaining at the end of the year from those existing at the beginning of the year plus the quantities manufactured, arrives at the quantities which represent the "presumed world consumption" for the year under consideration.

An examination of the figures relating to presumed consumption and to reported consumption for the years 1932 and 1933 shows that in 1933 there was a marked decrease in respect of diacetylmorphine (6 and 10% respectively) and a decrease in cocaine (1 and 4% respectively), but an increase (8 and 4% respectively) in the world consumption of morphine. It would therefore seem that, in the case of cocaine and diacetylmorphine, there was no significant development in 1933, except for a slight increase in stocks and in the manufacture of diacetylmorphine. In the case of morphine, however, world manufacture (31%), world stocks (17%) and reported world consumption (4%) all showed a noteworthy increase as compared with 1932.

A survey of the world's drug traffic by means of an examination of import and export figures shows that, during the year 1933, there was very little difference between the quantities of exports of manufactured drugs reported by the exporting countries and the quantities of imports reported by the importing countries. On the other hand, very large discrepancies are noted in respect of coca leaves. These discrepancies, however, are more apparent than real, and may be attributed mainly to the unfortunate fact that two countries — viz., Peru and the Argentine, which have a considerable trade in this commodity — did not forward statistics to the Board. This also applies, in the case of Peru, to crude cocaine.

In one particular case, enquiries instituted by the Board made it evident that quantities of morphine much in excess of the normal requirements of the country of destination had been exported to Honduras from Germany and France during 1933; it also appeared that forged import certificates had been used to secure authority for export from at least one of the exporting countries. The coming into force of the Limitation Convention of 1931 will be an automatic check in the future on such excesses of undesirable exports, and the Board did not, therefore, take any action in the matter under Article 26 of the Geneva Convention of 1925.

2. SUBSEQUENT SESSIONS OF THE BOARD.

The Board, during its twenty-second session, held from October 18th to 23rd, 1934, considered how, in the light of the experience already gained, the procedure tentatively adopted in regard to the application of Article 14 of the Limitation Convention could be further improved. It also considered the possibility of redistributing its work throughout the year as from 1935, so as to meet more effectively the requirements of the Convention.

At its twenty-third session, held from March 25th to 29th, 1935, the Board made a general review of the operation throughout the year 1934 of the Limitation Convention of 1931, more particularly in respect of the application of the provisions of Articles 12 and 13 in those cases where imports into or exports sent to a given country had been found to exceed the estimates submitted. In cases where the quantity of narcotics involved was of sufficient importance to justify action being taken in accordance with the provisions of the Convention, the Board addressed letters to the contracting parties which resulted in an embargo being applied to the country whose estimates had been exceeded.
The Board considered a suggestion submitted by the Governments of four contracting parties to the Limitation Convention regarding their interpretation of Articles 12 and 14. It did not, however, feel in a position at so early a stage in the working of the Convention to express a definite opinion as to the procedure which would best ensure a practical application in harmony with both its letter and its spirit.

13.

RELIEF AND SETTLEMENT OF REFUGEES.

The Assembly, in 1934, expressed its appreciation of the work done by the Nansen International Office for Refugees during the past year on behalf of the refugees and thanked the countries affording them hospitality.

It urged the Governments to accede as soon as possible to the Refugee Convention of October 28th, 1933, which recognised an international status for the refugees and provided that measures against foreigners should not be strictly applied to refugees.

It confirmed the opinion expressed by responsible Armenian refugee organisations that the settlement of the Armenian refugees in the Republic of Erivan offered one of the best solutions of the Armenian refugee problem and requested the Office to continue its negotiations to that end.

It noted with anxiety the expulsion by certain Governments of refugees from their territories, even for minor offences, and invited them to undertake not to do so until the refugees had obtained visas to enter an adjacent country.

It recognised the increasing difficulty of placing or maintaining refugees in employment in European countries and requested the Office to continue and develop its efforts to secure the settlement of refugees in overseas countries, urging the Governments of those countries to communicate to the Office any opportunities or prospects which might exist in their territories.

Finally, it recommended the Governments which were supporting direct or indirect charges imposed on them by the presence of large numbers of unemployed refugees in their territories to consider the advantages of capitalising such charges by placing credits at the disposal of the Office, so that it might settle unemployed refugees in countries willing to receive them, noting, further, that the Office could extend its activities to a larger number of refugees if adequate funds were available and urging the Governments to increase the revenue of the Office by a general application of the Nansen stamp system.

The Governing Body of the Nansen International Office met for its tenth session at Geneva on October 31st, 1934, and for its eleventh session on April 10th, 1935. The Inter-Governmental Advisory Commission for Refugees met for its seventh session at Geneva on March 14th and 15th, 1935.

The Council, on January 11th, 1935, noting the resolution adopted by the Assembly, in 1934, on the work of the Nansen International Office, requested the Secretary-General to communicate to the States Members of the League the report of the Nansen International Office upon its work during the year ending June 30th, 1934, and to ask the Governments concerned to inform the Secretariat what action they thought might be taken on the recommendations contained in that report.

The Inter-Governmental Advisory Commission for Refugees, meeting on March 14th, and the Governing Body of the Nansen International Office for Refugees, meeting on April 10th, paid a tribute to Professor Georges Werner, the late President of the Governing Body.

The Council, on May 20th, 1935, adopted the report of the Inter-Governmental Advisory Commission and recommended that the necessary action should be taken to give effect to its conclusions.

1. RUSSIAN REFUGEES IN TURKEY.

As the result of the application to Russian refugees in Turkey of a law prohibiting foreigners from the exercise of certain trades, from 700 to 800 refugees with their families, representing more than 2,000 persons, were in the autumn of 1934 threatened with unemployment. The Turkish authorities intimated, however, that they were prepared to accord privileges.

1 The special questions of the settlement of the Assyrians of Iraq and of the refugees from the Saar are dealt with in Chapter 2 ("Political Questions") and Chapter 3 ("Free City of Danzig and Territory of the Saar") respectively.
2 The report of the Nansen Office for the year ending June 1934 was summarised in the Annual Report on the Work of the League for 1934 (Part II) (document A.6/4/1.934), pages 57 and 58.
3 For further references in respect of information contained in this chapter, see Minutes of the Council, eighty-fourth session, first meeting, Minute 3511 (document A.35.1934) : Report of the Inter-Governmental Advisory Commission for Refugees on the Work of its Seventh Session (document C.137.M.71.1935) ; Minutes of the Governing Body of the Nansen International Office for Refugees, tenth session, October 31st, 1934, and eleventh session, April 10th, 1935.
to these refugees with a view to their naturalisation, and the Governing Body, in October 1934, decided that advances should be made to the refugees for the payment of the necessary naturalisation fees. The Turkish authorities made it a condition that certain refugees should be evacuated.

The representative of the Nansen Office in Turkey informed the Governing Body in April 1935 that lists had been established of the refugees to be naturalised and that some 200 persons would require to be evacuated. Steps had already been taken to secure the necessary visas, and conversations were proceeding with a view to the evacuation of refugees to other countries. The refugees remaining in Turkey would be immediately able to resume their occupations as soon as they were naturalised.

The Governing Body arranged that the sum of 25,000 Swiss francs should be advanced in order to cover naturalisation and evacuation costs, in addition to 25,000 francs previously allocated to cover naturalisation fees, which, with a contribution of 25,000 Swiss francs made by the American Committee co-operating with the Office, brought the sum available for the purpose to 75,000 Swiss francs.

2. Transfer of Armenian Refugees to Erivan.

The representative of Bulgaria, during the session of the Assembly in September 1934, drew the attention of the Office to the necessity of proceeding actively with the evacuation of Armenian refugees from Bulgaria, in view of the fact that his Government would probably be compelled in the near future to adopt certain measures for the protection of home labour.

The Governing Body, in October 1934, was informed that the Armenian refugees already transferred from Greece and Bulgaria to Erivan, though they necessarily had been obliged to face hardships which were unavoidable owing to the fact that Soviet Armenia was in process of reconstruction, were in a position to meet their necessities and that only a small percentage had been unable to support existing conditions. The Government of Soviet Armenia desired to continue the work of repatriation. Several thousand refugees in Greece and Bulgaria had already offered themselves as candidates for repatriation and a considerable number of refugees in France had intimated that they wished to be transferred. The Governing Body instructed the Secretary-General of the Nansen Office to continue his negotiations.

Meanwhile, the permanent delegate of Bulgaria accredited to the League had informed the Nansen Office that his Government had been obliged to limit drastically the employment of foreign refugees and particularly of the Armenian refugees established in Bulgaria. Those refugees could continue to seek employment individually, but the Bulgarian authorities could no longer find work for them. The Governing Body, in April 1935, instructed the Secretary-General of the Nansen Office to continue his negotiations in co-operation with the Secretariat of the League.

3. The Expulsion of Refugees.

The Governing Body, on October 31st, 1934, discussing the resolution adopted by the Assembly on September 26th, 1934, instructed its Managing Committee, after consultation with the Inter-Governmental Advisory Commission for Refugees, to draw the attention of the Governments to the serious consequences involved by the existing practice of expelling refugees from their territories. It drew attention to the fact that an increasing number of refugees had become liable to expulsion and that they could not legally enter any country. It recalled the recommendations to Governments adopted by the Assembly during the previous three years not to expel any refugee until he had obtained a visa which would enable him to enter an adjacent country.

The Inter-Governmental Advisory Commission, during its session held in March 1935, after noting the previous recommendations of the Assembly of the League and its own recommendation on the subject, expressed the hope that the Governments would:

1. Not refuse entry or expel refugees legally admitted to the country, except when their presence would be a menace to public order and security;
2. Create or encourage the creation of an internal authority to assist the refugees and enable them to submit their cases for consideration;
3. Refrain from withdrawing the identity papers, and particularly the Nansen certificates, from refugees served with expulsion orders;
4. Grant the refugees a sufficient period to enable them to obtain, either at their own request or through the intermediary of the institutions befriending them, more particularly the Nansen International Office, the necessary visas and authorisations permitting them to enter another country and to reside there on a legal footing;
5. Substitute for expulsion, in the case of legally admitted refugees recognised to be dangerous and unable to obtain visas, measures of security of an internal character;
6. Regularise the position of refugees who, not having the necessary visas, had been unable to comply with expulsion orders previously issued.

The Commission again emphasised the importance of the question and invited the Council of the League to consider the desirability of asking Governments to inform the League of the principles at present applied by them and of the action which they had taken or might be able to take on the recommendations submitted.
The Governing Body, on April 10th, 1935, noted the text of a letter to be addressed by the Nansen Office to the various Governments as a result of these recommendations.\footnote{Document C.A.90.1935.}

The Council, on May 20th, 1935, authorised the Secretary-General of the League to take the necessary steps to give effect to these recommendations.

4. The Settlement of Refugees Overseas.

The Governing Body, on October 31st, 1934, was informed that a large number of refugees had requested the Nansen International Office to consider the settlement of refugees in Paraguay, the Government of Paraguay being prepared to accord facilities to that end.

The Governing Body, after discussing the general question of the settlement of refugees in overseas countries, asked the Office to continue and develop its efforts in that direction and to approach the Governments of overseas countries with a view to obtaining information as to any possibilities of settlement in their territories.

5. Facilities and Credits for the Settlement of Refugees.

The Governing Body, on October 31st, 1934, instructed the Secretary-General of the Nansen Office to approach the various Governments with a view to obtaining credits for the settlement of a proportion of their respective refugees.

The Inter-Governmental Advisory Commission, during its session in March 1935, noting the resolution adopted by the Assembly on September 26th, 1934, observed that increasing economic pressure had resulted in an appreciable recrudescence of unemployment among refugees. It urgently requested the Council to approach the Governments concerned and ask them to inform the Nansen Office at the earliest possible date of any opportunities or possibilities of settlement in their territories. It further recommended the Governments of those countries which had to bear considerable direct and indirect charges imposed on them by the presence of a large number of unemployed refugees in their territories to reconsider, in accordance with the recommendation made by the Assembly in 1934, the advantage of capitalising such charges, either in particular cases or through general measures, by placing sufficient credits at the disposal of the Nansen Office which would enable the Office to settle unemployed refugees in countries willing to receive them.

6. Adoption of a Standard Form for Nansen Passports.

The Inter-Governmental Advisory Commission, during its session in March 1935, noted that Governments which were parties to the various arrangements regarding the issue of Nansen passports to refugees were using certificates of different format and appearance—a practice which led to confusion and frequently created difficulties for frontier authorities and for thebearers of such passports. The Commission expressed the view that countries which did not grant national passports to refugees should use a standard form of Nansen passport, and it asked the Nansen International Office to establish an appropriate model for submission to the Governments.

The Governing Body, on April 10th, 1935, instructed its Managing Committee to take the necessary steps.


The Inter-Governmental Advisory Commission considered, during its session in March 1935, a scheme for the issue of surcharged postage stamps, the amount of the surcharge to be transferred to the Nansen International Office. The Commission recognised that by this or similar means it might be possible to place the Office in possession of sufficient funds to deal with the refugee problems with which it was concerned. The Commission expressed the view that plans for such issues and the use to be made of the proceeds might be covered by special agreements made with each of the Governments concerned.

The Governing Body, on April 10th, 1935, noted that the Norwegian Government was considering such a plan, but had not yet communicated a formal decision.

The Council, on May 20th, 1935, was informed that the Norwegian Government had decided to issue the stamps for the benefit of the work of the Nansen Office, and it expressed the hope that similar schemes might be examined by other Governments with the assistance of the Nansen International Office.
14. INTELLECTUAL CO-OPERATION.

The various Committees of the Intellectual Co-operation Organisation will hold their annual meetings between July 10th and July 20th, 1935, at Geneva:

July 10th-11th: The Advisory Committee for League of Nations Teaching;
July 12th-13th: The Executive Committee and the Committee of Directors of the Intellectual Co-operation Organisation;
July 15th to July 20th: The International Committee on Intellectual Co-operation.

The International Committee on Intellectual Co-operation will review the work of the Intellectual Co-operation Organisation; in particular, that of the International Institute of Intellectual Co-operation in Paris and of the International Educational Cinematographic Institute at Rome.

An account of the activities of the Organisation will be included in Part II of the annual report, to be published in September, 1935.

15. INTERNATIONAL BUREAUX.

I. RELATIONS WITH INTERNATIONAL BUREAUX.

There has been no change in the number of international bureaux placed under the direction of the League in accordance with Article 24 of the Covenant since the last session of the Assembly.

1. INTERNATIONAL HYDROGRAPHIC BUREAU.

This Bureau has continued to forward to the Secretariat all the publications, reports and circular letters addressed to its member States. The Auditor of the League of Nations has been asked to verify the accounts of the Bureau for the past financial year.

2. INTERNATIONAL COMMISSION FOR AIR NAVIGATION.

This Commission has forwarded to the Secretariat all its publications and has remained in continuous touch with the Organisation for Communications and Transit. The Organisation for Communications and Transit was represented at the twenty-third session of the International Commission held at Brussels from May 27th to June 1st, 1935.

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

The International Central Office has remained in continuous touch with the League Secretariat, to which, in conformity with Article 7 of the Convention of St. Germain concerning the control of the liquor traffic in Africa, it has forwarded all information received from States parties to the Convention.

4. INTERNATIONAL BUREAU FOR INFORMATION AND ENQUIRIES REGARDING RELIEF TO FOREIGNERS.

Information has been exchanged during the past year between this Bureau and the Secretariat.

5. NANSEN INTERNATIONAL OFFICE FOR REFUGEES.

The work of the Nansen International Office for Refugees is covered by Chapter 13 of the present report.

6. INTERNATIONAL EXHIBITION BUREAU.

This Bureau has continued to forward to the Secretariat information concerning its activities together with its publications. The Secretariat was represented at the sixth session of the Governing Body of the Bureau held in Paris on October 23rd, 1934.

II. RELATIONS WITH INTERNATIONAL ORGANISATIONS.

I. GENERAL OBSERVATIONS.

The International Bureaux Section of the Secretariat has continued its work of documentation regarding the activities of public or private international organisations. The material collected has enabled the Secretariat to respond to a considerable number of requests for information.
2. Publications.

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

For reasons of economy, the Bulletin has appeared only twice during the year. The information contained in the Bulletin on the congresses and meetings held by international organisations is based on particulars forwarded by the organisations themselves.

(b) Handbook of International Organisations.

A new complete edition of the Handbook of International Organisations, which, for reasons of economy, has not been issued since 1929, a supplement having been published in 1931, is under preparation. The Handbook will be published in the course of 1935 in French and an English version will appear in 1936.

16. BUDGETARY AND ADMINISTRATIVE QUESTIONS.

I. GENERAL FINANCIAL RESULTS OF THE YEAR 1934.

The year 1934 ended with a cash surplus of 3,878,641.73 gold francs. The current receipts were slightly less than last year, but payments in respect of arrears, which in 1933 represented 9.7% of the budget, amounted in 1934 to 21.5% of the budget for that year. The budget estimates amounted to 30,827,805 francs, and the actual expenditure to 24,950,929 francs, the difference between estimates and expenditure being 5,876,876 francs. This difference was secured by strict economy and by a limitation and suspension of activities.

II. ACCOUNTS FOR THE YEAR 1934.

The accounts for the year 1934 were examined by the Auditor and considered by the Supervisory Commission, whose report is available to the Assembly.

III. BUDGET FOR THE YEAR 1936.

The total budget for 1936, including the budget of the Secretariat, the International Labour Organisation, and the Permanent Court, amounts to 29,090,856 francs. By returning to the States Members part of the 1934 surplus, it will be possible to ensure that contributions by any State for the year 1936 will be no greater than for 1935, notwithstanding the fact that contributions from Germany and Japan are not anticipated.

The budget of the International Labour Organisation is 1,283,175 francs less than that for 1935, although a credit is included for an extension of the present building. Contributions, however, have been appropriated, amounting to 3,207,729 francs, to be paid in respect of 1936 and previous years by certain States who participate in the work of the International Labour Organisation, although they are not members of the League.

The Supervisory Commission, in view of the contrast between the retrenchments of the Secretariat and the increased expenditure proposed for the International Labour Organisation for 1936, decided to lay the matter before the Assembly.

IV. FINANCIAL POSITION ON APRIL 30TH, 1935.

During the first four months of the year 1935 the amount of contributions received totalled 11,468,543.83 francs, or 37.43% of the budget, as against 11,569,213.87 francs, or 37.52% of the budget, for the corresponding period last year.

Of the sums paid in 1935, 7,907,726.72 francs represented payments in respect of the current year, and 3,560,817.11 francs in respect of arrears.

V. ARREARS OF CONTRIBUTIONS.

I. APPOINTMENT OF A SPECIAL COMMITTEE.

On September 27th, 1934, the Assembly appointed a special Committee with "full power, subject to ratification by the next Assembly, to negotiate and conclude arrangements with States for the equitable settlement of the amount of their debt in respect of arrears outstanding at the end of 1932".

The Committee has held several meetings and has interviewed the representatives of certain States in arrear. A report on the work of the Committee will be made to the sixteenth Assembly.

1 Document A.5.1935.X.
2. REQUEST BY THE CHINESE GOVERNMENT.

The Chinese representative at the Fourth Committee requested that the contributions of China should be reduced by 50% as from the year 1931. This request was referred by the fifteenth Assembly to the Allocation Committee and the Special Committee on Arrears.

The joint recommendations of the two Committees have been circulated to the Members of the League. The Chinese Government has not entirely accepted these recommendations and has made further representations to the Special Committee on Arrears.

VI. ALLOCATION OF EXPENSES.

On September 27th, 1934, the Assembly adopted the following resolution:

"(1) Twenty units shall be distributed for the year 1935 by the Allocation Committee in reduction of the contributions of those States which, in its opinion, have the strongest claims to relief;

"(2) The Allocation Committee, in carrying out this task, may establish contact with the Special Committee on Arrears of Contributions. . . ."

After an exhaustive study of the question, the Allocation Committee decided to grant relief to nine States, whose contributions for 1935 were accordingly reduced. The report of the Allocation Committee, which ceased work at the end of 1934, has been circulated to the Members of the League.

17.

LEGAL AND CONSTITUTIONAL QUESTIONS.

COMMITTEE ON THE REPRESSION OF TERRORISM.

On December 10th, 1934, as the result of the assassination of His Majesty King Alexander of Yugoslavia and M. Barthou, the Council adopted the following resolution:

"The Council,

"Considering that the rules of international law concerning the repression of terrorist activity are not at present sufficiently precise to guarantee efficiently international co-operation in this matter:

"Decides to set up a Committee of experts to study this question with a view to drawing up a preliminary draft of an international convention to assure the repression of conspiracies or crimes committed with a political and terrorist purpose;

"Decides that this Committee shall be composed of eleven members, the Governments of Belgium, the United Kingdom, Chile, France, Hungary, Italy, Poland, Roumania, the Union of Soviet Socialist Republics, Spain and Switzerland, each being invited to appoint a member;

"Refers to this Committee for examination the suggestions which have been presented to the Council by the French Government, and requests other Governments which may wish to present suggestions to send them to the Secretary-General, so that they may be examined by the Committee;

"Invites the Committee to report to the Council so that the latter may apply the procedure laid down in the resolution of the Assembly of September 25th, 1931, concerning the drawing up of general conventions negotiated under the auspices of the League of Nations."

The Committee set up by this resolution held a first session at Geneva from April 30th to May 8th under the Chairmanship of Count Carton de Wiart and adopted a report, which has been circulated to the Council and to the Members of the League.

As stated in this report, the Committee, after a general exchange of views, drew up subject to revision and further elucidation of details, a series of articles dealing with the prevention and punishment of the crimes contemplated by the Council’s resolution. These articles are intended to form the first part of a draft international convention.

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1 Document C.76.M.32.1935.II.A.
2 Document C.473.M.205.1934.II.A.
3 Eighty-third Session of the Council, sixth meeting, Minute 3499.
4 Document C.184.M.102.1935.V.
A scheme, such as the French Government had suggested, for an international criminal court before which the contracting parties could bring accused persons to trial in preference to trying them in their own courts or extraditing them, was placed before the Committee and its discussion reserved for the next session. The provisions regarding such a court, if the proposal be adopted by the Committee, will form the second part of the Convention, while a third part will contain the necessary formal provisions.

The Committee hopes to be able, in a session held after the forthcoming Assembly, to adopt a final report to the Council accompanied by a complete text of a draft convention.

18.

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 Memorandum approved by the Council of the League of Nations on May 19th, 1920.

Between May 19th, 1920, and May 19th, 1935, 3,655 treaties and international engagements have been submitted for registration, and during the period between May 19th, 1934, and May 19th, 1935, 227 treaties have been submitted for registration.

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, dealing at once with several subjects, may be classified under several heads.

TREATIES OF FRIENDSHIP, SOVEREIGNTY, ETC.

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<tr>
<th>Registration No.</th>
<th>France and Persia.</th>
<th>Registration No.</th>
<th>Great Britain and Northern Ireland, India and Yemen.</th>
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<td>3465</td>
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<td>3605</td>
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<td>3515</td>
<td>China and Turkey.</td>
<td>3588</td>
<td>Afghanistan and Iraq.</td>
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ARBITRATION, CONCILIATION AND PACIFIC SETTLEMENT.

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<td>3616</td>
<td>France and Union of Soviet Socialist Republics.</td>
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<td>3577</td>
<td>Latvia and Czechoslovakia.</td>
<td>3620</td>
<td>Italy and Switzerland.</td>
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<td>3612</td>
<td>Germany and Union of Soviet Socialist Republics.</td>
<td>3635</td>
<td>Denmark and Venezuela.</td>
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TREATIES OF NON-AGGRESSION AND NEUTRALITY.

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POLITICAL TREATIES.

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<td>Greece, Roumania, Turkey and Yugoslavia.</td>
<td>3554</td>
<td>Austria, Hungary and Italy.</td>
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1 Document C.542. M.249.1934.VII.
### Consular Conventions, Conventions Respecting Conditions of Residence and Similar Questions.

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The following table gives the number of treaties registered by the Secretariat at the request of the various States during the period from May 19th, 1934, to May 19th, 1935:

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The Secretariat has also registered many accessions, ratifications, denunciations, etc., concerning Conventions previously registered at the request of Members of the League of Nations.

It has also registered further information relating to general Conventions which it had already published.

International engagements are published in the *Treaty Series* in their original languages, with translations into French and English.

Up to the present, 152 volumes of about 450 pages each, containing 3,500 treaties, have been published by the Secretariat. Other volumes will appear in the near future.