modifications, and, in the second chapter, a sketch is given of the influence of the improvement in nutrition on public health in the past.

The Committee has devoted a considerable part of this report to tracing the recent tendencies in food consumption habits and in agricultural production. It has traced the causes responsible for the changes observed and has studied the effect of improvement in agricultural methods on food supply and of changes in the demand for foodstuffs on agriculture. The general conclusions reached are that food habits in western communities have been tending to change in the right direction and that agriculture should benefit from the increased demand resulting from an extension of the movement towards better nutrition. The Committee has further studied the influence of price on consumption and the effect of improved production methods, commercial policy and distribution costs on price. In another chapter, the Committee deals with the influence of income and of education on nutritional standards. In the last of the economic chapters, the Committee shows that, in spite of the gradual improvement which has taken place in recent decades, malnutrition remains to-day a serious threat to health and social well-being.

In a section entitled "Methods of Improving Nutrition", the Committee brings together the various suggestions it has to make on the subject which the Assembly submitted to it.¹

IV. Publications of the Economic Intelligence Service.


This Bulletin has appeared regularly, and the practice of publishing each month additional tables and diagrams on subjects of special interest at the moment has been continued.


The volume analyses as usual the foreign trade (merchandise and bullion and specie) for sixty-five countries, accounting for about 95% of total world trade.

¹ See also under Health Questions, page 137.
Its tables show, for each country, the total of imports and exports (special trade) for the five years ending 1935, distinguishing merchandise from bullion and specie; trade by months for 1934 and 1935; trade by countries and by principal articles. For a large number of countries, tables are also given showing imports and exports by five classes—i.e., live animals, food and drink, raw or partly manufactured materials, manufactured articles, gold and silver.

Special calculations have been made to show the changes in the distribution of trade throughout the world since 1929.

A new and interesting feature of the last volume is a specimen table showing the international trade statistics of two countries, Canada and Denmark, based on the new classification prepared by the Committee of Statistical Experts of the League of Nations in accordance with the recommendation of the International Convention relating to Economic Statistics of 1928.

**Balances of Payments, 1935.**

The volume gives details of the international accounts of twenty-nine countries, including all the principal trading countries except Italy, for which data are lacking since 1930. Two new countries, Palestine and the Union of Soviet Socialist Republics, are included in the volume. In the complete statements, over thirty items—grouped under the general headings of Merchandise, Interest and Dividends, Other Services, Gold, and Capital Items (divided into long-term and short-term operations)—are taken into account in striking a balance between the inward or credit movements (exports) and the outward or debit movements (imports) for each country.

The importance of this volume is shown by the contrast between the present situation and that existing before the League began its work in this field. Prior to the League's publications on this subject, the field of international accounts could only be entered with difficulty by a specialist who was prepared to take the trouble to collect and read the scanty literature on the subject available in a small number of countries at irregular intervals and in different languages. The initiative taken by the League has resulted in the regular compilation by some thirty countries on more or less uniform lines of statements.
of their balances of international payments and the publication of these statements in a single volume, together with an analysis of the principal conclusions which appear from a comparative study of them.

An attempt is made in the last edition to ascertain capital movements between creditor and debtor States in so far as they are reflected in changes in current transactions. Prior to the depression, the chief creditor countries — the United States of America, the United Kingdom and France — taken as a group had a surplus on current account which was lent to debtor countries. A graph is given showing that such a surplus also existed during the depression years, except in 1931 and 1932. The unwillingness of the creditor countries to lend this surplus, owing to unsettled economic and political conditions, led to a constant drain of gold from the debtor countries. The surplus began to fall with the increase in the imports of creditor countries. The import balance in the merchandise trade of seven creditor countries — those mentioned above, plus the Netherlands, Belgium, Sweden and Switzerland — which had fallen by 839 million gold dollars between 1929 and 1934, rose by 106 millions in 1935 and by 447 millions during 1936.

The change is due in part to the larger requirements of raw materials for the reviving industries in the creditor countries, which are all highly industrialised, and in part to the accompanying rise in the price of primary products, entailing an improvement in the barter terms of trade of the debtor countries and in their economic and financial condition in general. An interesting sign of this improvement is the abundant supply of local funds enabling Government loans to be raised at very low rates in the domestic capital market of several debtor countries.


This is a new annual publication designed to give a more satisfactory picture of the flow of certain staple commodities from the producing to the consuming countries. This first volume, covering the imports into forty-two countries during the year 1935, was published at the end of last year.
The forthcoming issues of *Money and Banking*, the *Statistical Year-Book*, the *Review of World Trade, World Production and Prices*, and the *World Economic Survey*, will be reviewed in Part II of the annual report.

V. BUSINESS CYCLE RESEARCH.

For the past four years, this research has been conducted in the Economic Intelligence Service with the help of a grant by the Rockefeller Foundation. Its object is to discover, from the events of the last half century or more, what have been the significant circumstances of the various waves of prosperity and depression. The first part of the enquiry has now been completed by the issue of a book written by an economist attached to the Service, who has had at his disposal the Service’s experience and the large collection of statistical and other information available in the service and in the Library.¹

The book falls into two distinct parts: Part I gives in six chapters a systematic analysis of the principal theories relating to the trade cycle. To facilitate comparison, the theories are examined as far as possible under the following heads: general characteristics; explanation of up-swing (prosperity); explanation of the upper turning-point (or crisis); explanation of the down-swing (depression); explanation of the lower turning-point (revival); reasons given for recurrence, periodicity, etc.; international complications.

The main theories dealt with in these six chapters are those which explain the cycle as due to variations in the flow of money; various types of over-investment theory (emphasising mainly the tendency to over-develop industries producing capital goods); under-consumption or over-saving theories; psychological theories; harvest theories.

Part II attempts a synthesis and development of existing theories; it does not claim to give an entirely new theory, the purpose being rather to evolve order out of the conflict of views and to present a synthesis which may secure a greater measure of agreement between different schools of thought.

The final chapter is devoted to the international aspects of the trade cycle, an attempt being made to combine two branches of modern economic theory which, up till now, have been developed on separate lines.

The main object of this work has been to consider how far existing theories of the business cycle are self-consistent; what they have in common; where they are incompatible, to eliminate certain hypotheses which are untenable; and to show where further research is needed to clear up obscure points. The analysis of these theories suggests that better harmony exists on certain important points between writers of different schools of thought than the superficial observer might believe — the natural tendency being for writers to emphasise differences rather than to stress points of agreement. Having thus cleared the ground, the author is in a position to attempt a synthesis of the existing theories in so far as they can be synthesised, at the same time indicating points where it is not yet possible to formulate definite explanations. The next stage in the investigation of the Economic Intelligence Service has been the application as far as possible of statistical tests to the various hypotheses and explanations which have been put forward. This has been begun during the past year.

This process of statistical testing presents very considerable difficulties, owing to the complexity of modern economic organisation and of the forces controlling it — especially as regards earlier cycles — and to the paucity of accurate data. But such a rigorous and scientific examination of the facts of the past is to-day essential to a better understanding of the factors determining the serious and often tragic fluctuations in economic activity and well-being.
9.

COMMUNICATIONS AND TRANSIT.

I. UNIFICATION OF BUOYAGE RULES.

In May 1936, the Council opened for the signature of Governments the Agreement for a Uniform System of Maritime Buoyage, prepared by the Transit Organisation. The time-limit for signature of this Agreement expired on May 12th, 1937. The following countries have given their signatures: Belgium, United Kingdom of Great Britain and Northern Ireland, China, Estonia, Finland, France, together with the French Protectorates of Morocco and Tunis, India, Latvia, Monaco, Sweden, Turkey and the Union of Soviet Socialist Republics.

II. POLLUTION OF THE SEA BY OIL.

Most of the replies received by the Secretariat from States having a sea-coast are in favour of convening an international Conference for the conclusion of a Convention based on the draft prepared by the Committee of Experts in October 1935. Many of these States have large merchant navies.

The Council (October 1936) authorised the convening of a Conference for this purpose. The date of the Conference will be fixed later.

1 See Official Journal, June 1936, page 555.
2 Document C.261.M.154.1936.VIII.
5 Document C.449.M.235.1935.VIII.
III. Disputes relating to the Reorganisation of the Railways of the Former Austro-Hungarian Monarchy.


At its ninety-fourth session (October 1936), the Council had before it three contradictory requests submitted by different persons, all of whom claimed to be the duly qualified representatives of the Zeltweg-Wolfsberg and Unterdrauburg-Woellan Railway Company, concerning an authentic interpretation of the award given on May 12th, 1934, by the Arbitral Tribunal. In these circumstances, the Council requested the Permanent Legal Committee of the Communications and Transit Organisation to advise it as to whether — and, if so, by which of these three communications — a request had been regularly laid before it on behalf of the railway company.

The Permanent Legal Committee, which had to await the decision of the Austrian courts, was not able to submit its report to the Council until the end of May 1937 (ninety-seventh session). It was therefore too late for the Council to be able to give a decision during that session. The Council accordingly postponed consideration of the matter until its session in September 1937.

IV. Public Works.

In the report 1 on the work of the Communications and Transit Organisation which it adopted on October 10th, 1936, the Assembly (seventeenth ordinary session) expressed the hope that the co-ordination of the efforts of that Organisation with those of the International Labour Office would in the future, as in the past, facilitate successful results in connection with the study of the different aspects of the problem of public works.

Having regard to this recommendation and to the further action contemplated by the International Labour Office, which included the question of public works in the agenda of the twenty-

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third session of the International Labour Conference, steps have been taken to ensure the collaboration of the two organisations in regard to public works the execution of which may affect communications and transit.

V. TECHNICAL COLLABORATION WITH THE HYDRAULIC SYSTEM COMMISSION OF THE DANUBE.

In view of the interest which the Hydraulic System Commission of the Danube takes in the organisation and operation of the service for announcing floods in the Danube Treaty basin and of the relations which that Commission maintains with the Communications and Transit Organisation, the latter transmitted to the Commission documentary information concerning the new methods that have been recently adopted for forecasting and announcing floods.

VI. REFORM OF THE CALENDAR.¹

The Council decided (January 1937)² to refer to the Advisory and Technical Committee the draft Convention on the Reform of the Calendar submitted to it by the representative of Chile, and to recommend to the Committee's attention a resolution concerning calendar reform adopted by the International Labour Conference in June 1936.³ At the same time, the Council decided to communicate the draft Convention to Governments.

The Advisory and Technical Committee will study the question at its next session in the light of the observations which will then have been received from Governments. Its report will be submitted to the Council at its session in September.

VII. LEAGUE WIRELESS STATION.

The annual report ⁴ on the operation of the League of Nations wireless station from January 1st to December 31st, 1936, states

¹ See the Annual Report for 1932.
³ Ibid., page 201.
⁴ Document A.9.1937.VIII.
that the Information Section continued the transmission by wireless telephony of the official weekly bulletin every Saturday in French, English and Spanish for North America, South America and South Africa, and every Monday in English for the countries of the Far East, Australia and New Zealand.

The transmission by wireless telegraphy of the Information Section's regular weekly bulletin continued without interruption. The transmission by wireless telegraphy of communications by the Secretary-General to the Members of the League on the Italo-Ethiopian conflict continued until July 1936. Similar communiqués regarding the application of the principles of the Covenant were transmitted in September 1936. No complaint was received from the Governments to whom these communiqués were addressed concerning the quality of their reception.

The statistics of the station show that private traffic, after undergoing a slight decline in the first half of 1936, increased considerably in the second half. This increase must be attributed to the devaluation of the Swiss franc, which attracted traffic to the station. This private traffic in fact increased by about 8%. Press traffic disappeared almost entirely. This is no doubt due to the fact that, in certain neighbouring countries, Press rates are much lower than in Switzerland.

The official traffic in Government telegrams increased in 1936 by about 45%. This increase is very probably due to the activity of the League in 1936.

The total receipts in 1936 were 410,007.32 Swiss francs, as compared with 360,139.25 Swiss francs in 1935 and the expenditure was 403,362.04 Swiss francs, as compared with 361,604.88 Swiss francs in 1935.

As a result of this increase in official and private traffic, there was, in 1936, a surplus of 6,645.28 Swiss francs, as against a deficit of 1,465.63 Swiss francs in 1935. The net receipts from wireless telephone service were 50,091.62 Swiss francs in 1936, as compared with 30,096.54 Swiss francs in 1935.

The improvement work mentioned in the previous report could not be completed before the end of the 1936 period owing to delays in the acquisition of land in 1935.

In accordance with the practice followed in the past, the broadcasting expert of the Secretariat attended the meeting of the International Consultative Committee for Radiocommu
communications at Bucharest in May 1937. Continuous collaboration of Radio-Nations in the work of the International Telegraph, Radiocommunications and Telephone Advisory Committees has been provided for in respect of the quinquennial period between the International Telecommunication Conference held at Madrid in 1932 and the Conference that is to be held at Cairo at the beginning of 1938. This collaboration is necessary in order to ensure, more particularly, that the wave-lengths which are indispensable to the operation of the Radio-Nations station are allocated to that station. Details concerning the collaboration of the Secretariat broadcasting expert with the conferences and committees of the International Telecommunication Union have not yet been finally determined. This question will have to be settled by the Conference at Cairo in 1938 at which, for the same reason, the League of Nations should be represented so as to be able to defend the interests of its wireless station.
HEALTH QUESTIONS

As the Second Committee informed the Assembly 1 in 1936, that year was to mark a definite stage in the work of the Health Organisation, since the Health Committee’s term of office was to come to an end on December 31st, and the amendments made by the Council and the Assembly to the Statute of that Organisation were to come into force on January 1st, 1937. The Rapporteur accordingly considered it an opportune moment to analyse the trend of the League’s health activities and method of work.

A few months later the new Health Committee devoted its first two sessions 2 to an exhaustive examination of the work done and drew up a programme covering its three-year term. It took stock of each subject of study so as to ascertain what results had been obtained, and to decide what course should be followed in future and whether certain studies should be brought to a close. This method, which is not a new one, enables the Committee, during several successive triennial periods, to work systematically and to plan ahead in accordance with the evolution of health and social ideas and requirements.

I. SERVICE OF EPIDEMIOLOGICAL INTELLIGENCE AND PUBLIC HEALTH STATISTICS.

This Service, which was established in 1921, was provided in 1924 with a branch at Singapore and now covers 72% of

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1 Report by M. van Lanschot (Netherlands) (document A.61.1936).
2 February 5th to 9th and April 26th to 30th, 1937.
the population of the world. It compiles and publishes statistics relating to communicable diseases, births and deaths. Thanks chiefly to the telegraphic and wireless communications of the Singapore Bureau, it ensures the rapid dissemination of information urgently needed by national administrations, quarantine services and even vessels at sea, to enable them to protect themselves from infection. It has accumulated statistical information never before collected.

The Committee is unremitting in its efforts to expand and improve this Service. With a view to "mobilising" its documentation, the Secretariat regularly publishes articles which usually trace the epidemiological outline of a specific disease — i.e., its incidence in the various countries and the most recent findings regarding methods of infection and prevention.¹

For the same reason, certain changes have been made in the regular publications of the Service. The most important feature is the monthly publication in the Epidemiological Report of certain material for comparison drawn from the statistical data collected by the Service.

As in certain countries maternal mortality still appears to be abnormally high, the Health Committee decided to study this question. The Epidemiological Intelligence Service was instructed to analyse its statistics and information on the subject. Moreover, during the summer of 1937, a group of experts will make a study of the institutions and services whose duty it is to protect and care for women in childbirth. The report will indicate what are the problems raised by the organisation and working of the maternal welfare service and will mention the most promising measures which are at present being applied or recommended.

Another medical and statistical study is to be continued and extended — namely, that of health indices. In their present form, the morbidity and mortality statistics are very inadequate to give an idea of the people's state of health. In December 1936, the Bulletin of the Health Organisation published an essay on suggested demographic, medical and statistical indices described as "health indices" which might fill this gap. These have

¹ For 1937 the subjects are: the prophylaxis of typhus fever, Weil's disease, maternal morbidity and mortality.
been or are being experimentally applied in certain American and European towns.

Similarly, the Epidemiological Intelligence Service is cooperating in the preparations for the next revision of the international nomenclature of diseases, which is carried out every ten years by an international conference convened by the French Government. The next revision will take place in 1938. Under the international Convention of 1929, its preparation is to be undertaken by a joint Committee composed of representatives of the International Institute of Statistics and the Health Organisation. This Committee will meet at the end of 1937.

II. BIOLOGICAL STANDARDISATION.¹

The Inter-Governmental Conference which met in October 1935 noted that, thanks to the efforts of the Health Organisation, it had been possible to standardise a number of sera, gland extracts, vitamins, hormones and other therapeutic substances amounting in all to twenty-six. It urged that the use of the international standards should be made compulsory in all countries, that the Central Institutes of the Health Organisation should continue to ensure their free distribution and that, to lighten the work of these institutes, the preservation and distribution of the standards should be centralised in each country by a national institute.

These recommendations set the seal of official approval on the work of biological standardisation and marked the completion of its first stage. They helped to open the second stage — namely, that of the practical application of the standards.

The Health Committee is particularly anxious to ensure the success of this second stage. As stated in its report to the Council of February 1937,² biological standardisation has produced results the importance of which should not be under-estimated, since it has brought order into an international sphere where the greatest confusion formerly prevailed. The practitioner is

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¹ The object of biological standardisation is to standardise the assay of so-called biological products, such as sera, so that their action may be comparable from one country to another, irrespective of the origin of the preparation employed.

² Document C.148.M.96.1937.III.
thereby enabled to use, without misgivings, preparations from any source; the public health authorities are better able to judge of the value of the products placed on the market; the manufacturer need only assay his export goods in terms of one unit—the international unit.

The Health Committee noted with satisfaction that, at the present time, thirty-nine countries have adopted or are about to adopt the international standards, and that thirty Governments have established or are about to establish national distributing centres. It considers that biological standardisation is an essential function of the Health Organisation, as the only organisation able to carry it out would seem to be the League of Nations; moreover, it considers it indispensable—a point upon which the Inter-Governmental Conference laid great emphasis—that the principle of the free distribution of the international standards should be upheld despite the expense entailed.

Although the work of standardisation has entered upon the practical stage, it is by no means completed. There are many therapeutic agents which have not yet been standardised. The Health Committee, taking into account the present position of science, has studied various problems raised by the standardisation of the following substances: anti-anthrax serum, anti-swine-erysipelas serum, purified tuberculin, staphylococcus antitoxin, anti-snake-venom serum, digitalis lanata, etc.

III. MALARIA.

During the last few years, the Health Committee, through its Malaria Commission, has pursued a twofold aim:

(a) To carry out technical studies with a view to assisting the health administrations in their anti-malaria work;

(b) To help those administrations to train the technical staff required for the anti-malaria campaign.

1. The studies which are being undertaken and co-ordinated by the Commission cover most aspects of the anti-malaria campaign: prevention, campaign against anopheles, anti-larval measures, etc. It will be called upon at its next meeting
to draw up the programme of research to be carried out during the next three years, dealing in particular with the use of anti-malarial drugs, the eradication of malaria by combining the prophylactic and curative administration of drugs with anti-larval measures and the application of biological, physical or chemical methods to prevent the breeding of anopheles.

Among these studies, however, the question of therapy necessarily occupies a special place. At the present time, the treatment of malaria patients is undoubtedly the most effective means of preventing malaria, and in this connection the importance of quinine is well known, although the drawback to it is its high cost.

As the outcome of its efforts to discover an anti-malarial therapeutic agent comparable in efficacy with quinine, but which could be produced more cheaply, the Commission three years ago recommended the use of a preparation with a quinine base: totaquina. Moreover, as chemists have since succeeded in perfecting so-called synthetic remedies, the therapeutic and prophylactic value of which had to be ascertained, the Commission organised in 1935 and 1936 extensive field experiments for the purpose of comparing them with quinine. These experiments were carried out in Algeria, the Federated Malay States, Italy, Roumania and the Union of Soviet Socialist Republics.

The results thus obtained are to be incorporated in a comprehensive report on the therapeutics of malaria, which will form the Commission's fourth general report. After having been submitted to all the members of the Commission, it will be published in a forthcoming issue of the Bulletin of the Health Organisation. In this report, the whole question of curative and preventive treatment is examined from the angle of the measures to be taken by the public authorities for the organisation of collective treatment. The report is therefore intended for health administrations.

In this connection, the Health Committee proposes to convene a Quinine Conference. As the views of producers and consumers are often considerably at variance, such a Conference might contribute largely to clarifying the position, with corresponding advantage for malarious populations. The Committee possesses ample documentary material on the quinine
requirements of malarious countries. The object of the Conference would be to compare those requirements with the present position as regards the production of the various therapeutic agents, to compare their cost of production, market prices, methods of distribution and cost of a plan of co-ordinating measures of treatment and prevention according to the remedy employed. This Conference will not take place before 1939.

2. With a view to assisting health administrations to train their technical staff, international courses in malariology have been organised for some years past in certain European towns and at Singapore. The Health Committee proposes to continue these courses during the next three years.

3. In order to ensure the participation in its work of all the health administrations concerned, the Committee considered it necessary to reconstitute the Malaria Commission so as to include representatives of all malarious countries. In principle, each of these representatives should be a member of a national malaria commission, whose spokesman he would thus be in the International Commission.

IV. STUDIES OF THREE MAIN PROBLEMS OF HEALTH AND SOCIAL IMPROVEMENT: HOUSING, NUTRITION AND PHYSICAL FITNESS.

The Health Committee's desire to contribute towards the solution of the most urgent problems of health and social welfare has led it to include in its programme for some years past three cognate questions underlying health improvement which the evolution of opinion in the field of social questions has brought to the forefront: housing, nutrition and physical training. In a large number of countries, the public authorities are now endeavouring to improve housing, the state of nutrition and the physical fitness of the population. But if it is to be carried out rationally, this work must have a sound technical basis. It is rather difficult, however, to bring out the fundamental principles on which action designed in the last resort to promote the people's health and well-being should be based; the Health Committee has set itself the task of supplying the necessary information to national administrations.
Housing.

After a series of preliminary studies, the Health Committee appointed a Technical Commission which, in January 1936, drew up a plan of work subsequently approved by the Health Committee.

The second stage, consisting of the carrying-out of this plan, led to a further meeting of the Commission (June 23rd, 1937). Modern housing hygiene must be based on an analysis of the factors affecting the comfort, the physical and mental well-being and the health of the individual. The object is therefore to define human requirements, to select simple and accurate methods of measurement and, lastly, to recommend methods of construction, heating, ventilation and lighting which are both economical and satisfactory from the point of view of bodily needs.

All these matters have already been studied by engineers, architects and town-planners, without, however, calling in the necessary aid of the public health officer.

The creation of national commissions in a number of countries to carry out the Health Organisation's programme is recognised as being a constructive step; it has in fact ensured co-ordination between the strictly technical and public health aspects of the problem with the object of arriving at a common view and ensuring its practical application.

Nutrition.

In this field the studies of the Health Organisation are more advanced. The exploratory period, which began in 1925, was brought to a close by the publication of the report by Dr. E. Burnet and Dr. W. R. Aykroyd, entitled “Nutrition and Public Health”, which defined the function of nutrition in public health and supplied health administrations with accurate data in regard to the nutritional policy pursued in certain countries.  

1 An account of this meeting will be given in Part II of this report.
2 United States of America, France, United Kingdom, Netherlands, Poland, Sweden and Czechoslovakia.
The second stage began with the discussion of the problem of nutrition by the sixteenth Assembly (1935). The Health Committee set up a Technical Commission which in November 1935 and June 1936 defined the physiological bases of nutrition. Its report, which showed that the most eminent specialists held identical views on the fundamental principles of adequate nutrition, was submitted to the 1936 Assembly.

The Commission had noted, however, that there was still a large number of questions to be cleared up. One group is directly concerned with the science of nutrition: "Nutritive food requirements during the first year of life", "Minimum fat requirements", "Influence of climate on food requirements", etc. The other group relates to public health and is connected mainly with the technique of nutritional surveys.

The list of these questions was communicated to the learned institutions and national committees of eleven different countries, which undertook the studies proposed by the Technical Commission. A consultation of experts was also held on two of these questions: "Nutritive food requirements during the first year of life" and "Assessment of the nutritional state of children" (December 1936).

The Technical Commission will hold its third session in October 1937. Its main task will be to take note of the general results obtained as the outcome of the enquiries instituted through learned institutions, national committees and consultations of experts. These studies may be classified as follows:

(a) Studies relating to certain technical problems of the science of nutrition. Vitamin, mineral and fat requirements of the individual, proteins, etc.; examination of the recommendations made by the meeting of experts on December 11th and 12th, 1935, regarding nutritive food requirements during the first year of life.

(b) Milk. The production, control and distribution of this foodstuff in various Western-European countries were studied by a group of hygienists and veterinary surgeons in 1936. This study and the investigations into certain technical questions relating to the nutritive properties of milk have yielded information of the greatest value in view of the special importance of milk as a food during infancy and childhood and its danger as a vehicle of infection or if it has been adulterated.

(c) The technique of nutritional surveys. Under this head, the Commission will first of all have to take note of the report of the experts consulted in December 1936 on the assessment
of the nutritional state of children. Those experts recommended three different types of surveys according to the number of children to be examined.

The Commission will also be called upon to study various other cognate questions, such as the grouping of the various foods according to their nutritive properties, consumption units in dietary analysis and the guiding lines for nutritional surveys.

The Commission will also examine the observations received from health administrations, learned societies and national committees on its report on the *Physiological Bases of Nutrition*, and will study the recommendations made by the Bandoeng Inter-Governmental Conference (August 3rd-13th, 1937) on nutrition in rural districts in the Far East.¹

**Physical Fitness.**

Paraguay in 1924 and Czechoslovakia in 1936 urged the Assembly to arrange for the study of the question of physical education.

Following its customary procedure, the Health Committee put in hand enquiries for the purpose of throwing light on the problem. The result of these studies has now been set forth in a detailed memorandum by Dr. C. Wroczynski (Poland), dealing with the problem of physical fitness considered in its physiological, pathological, educational, social, etc., aspects. This memorandum will be published shortly in the *Bulletin of the Health Organisation*.

The Health Committee considers that its work in this field can only be pursued successfully by appointing a commission of physiologists to formulate, following the example set by the Commission on Nutrition, the scientific bases of rational physical training adapted to different ages. Before constituting this Commission, however, the Committee consulted certain experts in order to obtain their advice as to the orientation of the investigations (May 1937).

The experts stressed the necessity for standardising the methods for the objective assessment of the effects of physical culture on the human body, this being indispensable if data are

¹ See also under Economic and Financial Questions, page 119.
to be compared. At the same time, efforts should be made to assess the effects of physical training on intellectual and mental development.

The experts considered that, first and foremost, the methods of physical education employed must be innocuous. Consequently, the future Commission should try to determine the minimum amount of physical training desirable to ensure the normal health of individuals and also the maximum amount compatible with hard intellectual work.

In order to achieve this object, the scientific bases of a rational physical education must be determined. But this is a complex problem which calls for technical research.

As there are a great many institutions dealing with its different aspects — social, medical, educational, etc. — it would be desirable to set up national committees, as has been done in the case of the studies on housing and nutrition, so as to co-ordinate the work and put the results into effect.

V. RURAL HYGIENE.

The European Conference on Rural Hygiene (Geneva, 1931) was the starting-point of the action undertaken by the Health Committee as its contribution towards the improvement of health conditions in rural life. With the help of the European Schools and Institutes of Hygiene, the Committee has undertaken and completed technical studies on the main problems connected with health and social conditions in the countryside: the provision of medical care, health services, sanitation and environmental hygiene, nutrition, housing, etc. The various activities of the Health Committee in preventive medicine and public health are, as it were, synthesised in this field in so far as they apply to rural districts.

It has been the aim of the Committee throughout that all these studies of rural hygiene should ultimately lead up to:

(a) A European Rural Housing Exhibition which is planned as the culminating of the various studies just mentioned and as a demonstration of the lessons that have been learnt therefrom.
(b) A second European Conference which would consider the most rational and practical ways of solving the problems arising out of the living and working conditions of rural populations.

*European Rural Housing Exhibition.*

This exhibition, proposed by the Health Committee, forms part of the Exhibition of Arts and Technique in Modern Life (Paris, 1937). Thanks to the generous assistance of the French Government, an attractive pavilion has been erected near the "Rural Centre" where the following countries are demonstrating the solutions they have reached for the equipment of rural dwellings in accordance with the principles of modern hygiene: Belgium, Bulgaria, Czechoslovakia, Denmark, France, Greece, Hungary, Lithuania, Luxemburg, Netherlands, Roumania, Sweden, Yugoslavia.

The Public Health Institute of Rome and the International Association of Co-operative Societies are also taking part in this exhibition. A special room has been set aside to illustrate the work of the League in the field of rural hygiene.

The exhibition was opened on June 17th, 1937, by the French Ministers of Agriculture and of Public Health and by the Secretary-General.

*Second European Rural Hygiene Conference.*

In October 1936, the Committee informed the Council that, whereas at the 1931 Rural Hygiene Conference the various problems connected with rural life were approached more especially from the angle of medicine and health, subsequent enquiries have brought out the need for taking the interdependence of the health, social and economic aspects into account. If other than purely theoretical results are to be obtained, rural hygiene questions must be placed in their general setting—namely, that of rural life — while account must be taken of the factors of all kinds which come into play.

It is in this spirit and in conformity with indications given by the Council at its meeting on January 25th, 1937, that the preparations for the Second European Rural Hygiene Conference are being pursued.
VI. INTERGOVERNMENTAL CONFERENCE OF FAR-EASTERN COUNTRIES ON RURAL HYGIENE.

The Preparatory Commission set up by a decision of the Council (January 1936) last year visited India, Burma, Malaya, Siam, Indo-China, the Philippines, the Netherlands Indies and Ceylon. Its report was published at the beginning of 1937 and communicated to the participating countries.

The documentary material prepared for the Conference also includes a series of national reports drawn up by the public health services of the participating countries and covering the various items on the agenda, namely:

1. Health and medical services;
2. Rural reconstruction and collaboration of the population;
3. Sanitation and sanitary engineering;
4. Nutrition;
5. Measures for combating certain diseases in rural districts.

The Conference will be held at Bandoeng (Netherlands Indies) from August 3rd to 13th, 1937.

The following countries have decided to send representatives: Burma, Ceylon, China, Fiji Islands and Condominium of the New Hebrides, Hong-Kong, India, Netherlands Indies, Indo-China, Japan, Malaya, British North Borneo, Philippines and Siam. The International Institute of Agriculture will also be represented.

The delegations have now been formed. In general, they comprise, not only medical and health officers, but also representatives of veterinary services, departments of public works, agriculture and education.

On the Health Committee's proposal, the Council, on May 25th, 1937, invited Dr. Offringa, Director-General of Health Services in the Netherlands Indies, to preside over the Conference.
VII. Conference on Rural Hygiene for American Countries.

At the last Assembly, thirteen delegations of Latin America, supported by the delegations of Spain and the Netherlands, proposed that a Rural Hygiene Conference should be summoned for American countries. The Assembly requested the Council to examine, with the assistance of the competent technical organisations and the International Labour Office, the possibility of carrying it out at a date which would allow of adequate preparation of the Conference.

On October 10th, 1936, the Council decided to refer the question to the Health Committee. The latter considered (October 1936) that the new Conference proposed would result in the association in the rural hygiene work of the League of a vast continent in which the Health Organisation had already benefited by valuable co-operation. On its proposal, the Council decided on January 25th last that the preparations for the Conference should be entrusted to the Secretary-General and the Director of the International Labour Office.

On February 17th, 1937, the Government of Mexico informed the Secretary-General that it would be very gratified if the Conference were to meet in Mexico City. In agreement with the President of the Council and the Rapporteur on health questions, the Secretary-General at once requested the various American Governments to state whether they were disposed to send representatives to the Conference, and also to let him have any observations on the questions to be placed on the agenda.

By the end of May, the United States of America, the Argentine Republic, Bolivia, Brazil, Chile, Cuba, the Dominican Republic, Ecuador, Guatemala, Panama, Peru, Uruguay and Venezuela had announced their intention of taking part in the Conference. Canada had replied, expressing interest in the Conference and intimating that when the date was fixed it would state whether it was in a position to send a delegation. The Council accordingly decided (May 28th, 1937) to accept the generous offer of the Mexican Government and requested the Secretary-General to convene the Conference after fixing the date and the agenda.
In the meantime, the Governing Body of the International Labour Office had decided that the Office might take part in the Conference.

The Health Committee was of opinion that, in order to avoid any overlapping with the Tenth Pan-American Sanitary Conference (Bogotá, July 1938), the Conference ought not to be held before the end of 1938. Before fixing the definite date and the agenda, the Secretary-General will consult the Mexican Government and the Director of the Pan-American Health Bureau.

VIII. Health Mission sent at the request of the Spanish Government.

On the strength of a resolution adopted by the Council on December 12th, 1936, concerning certain problems of a humanitarian character arising out of events in Spain, the Spanish Government shortly afterwards asked the Secretary-General to send a health mission to study the situation on the spot and to consider the possibility of prompt action with a view to the prevention of epidemics among the civil population.

This mission was entrusted to Surgeon-General Lasnet (France) and Dr. Wroczynski (Poland), who were accompanied by Dr. Laigret (France). The mission spent the first half of January in Spain. The Council, to which their report was submitted on January 27th, 1937, transmitted to the Health Committee the chapters dealing with the prevention of epidemics. The Committee examined them in the presence of the Spanish Minister of Public Health and Surgeon-General Lasnet. In its conclusions, it took note of the technical recommendations made by the mission “which would appear appropriate to the circumstances of the health situation as recorded by the mission”.

One of these recommendations stressed the urgency of the question of typhus and advocated a consultation of experts on the subject. The Committee approved this proposal, as the prevention of typhus is of general concern to all countries from a

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1 This report was published in the Bulletin of the Health Organisation, February 1937, page 56.
practical as well as a scientific point of view. The consultation took place from February 8th to 10th, 1937. Its main object was to obtain technical advice on the modern means of fighting typhus fever and in particular on the methods of vaccination against the disease. The Spanish Ministry of Public Health was represented by the Minister and a member of its technical services.

The experts' conclusions deal with the most effective and practical methods to be employed in various circumstances, the latter naturally being different according to whether an epidemic has or has not already broken out. Their report has been communicated to all public health administrations.¹

Some of the experts who took part in this consultation have agreed to undertake certain comparative studies of the epidemiology, prophylaxis and treatment of typhus. The Health Committee will follow the progress of these studies and, if necessary, will lend its assistance.²

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¹ Published in the Bulletin of the Health Organisation, April 1937, page 205.
During the period covered by the present report, the technical collaboration between the League and China described in last year's report \(^1\) has not only been maintained but has been considerably developed and, in some respects, improved by new arrangements made with the Chinese Government as a result of the decisions taken by the Council Committee in March 1936. In particular, a general plan has been adopted for the advanced training of Chinese technicians.

Study tours in various foreign countries have been organised by the Secretariat for Chinese officials and experts belonging to different professions. These tours, the cost of which is borne by the League of Nations, last for approximately six months, and the technicians taking part are temporarily attached to the Secretariat for the period of their mission. The following notes indicate the character of these tours:

### I. Study Tours.

**Communications.** — The Chief Engineer of the Hwai River Commission visited various Western countries (the Netherlands, Belgium, France, French North Africa, Italy and Germany). The object of this mission, which was of six months' duration, was the study of hydraulic works in general, and the regulari-

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sation and canalisation of rivers, flood protection and the construction of river ports in particular. The programmes of the visits were drawn up in agreement with the visiting engineer himself.

Health. — In 1936, the following went on missions:

(a) The Dean of the Kiangsi Provincial Midwifery School;
(b) The Deputy Director of the Kiangsi Provincial Health Centre;
(c) An expert in serology from the National Epidemic Prevention Bureau;
(d) An expert in narcomania from the Shanghai Municipal Health Department.

These missions, which were referred to in last year's report, terminated in the spring of 1937.

The following Chinese medical officers have been invited to go on study tours:

(e) The Assistant Superintendent of the Central Hospital, Nanking (he will study hospital administration and health education in Europe, and is to visit England, Denmark and Austria);
(f) The Director of the First National Midwifery School (she will study maternal and child welfare and the training of midwives, and will visit the Philippine Islands, Indo-China, India, England, the Netherlands and Denmark).

Rural Reconstruction and Rural Welfare. — The Director of the Kiangsi Rural Welfare Centres has just completed a study tour in Denmark, Czechoslovakia, Poland, Hungary and Yugoslavia. In these countries, he investigated rural life, health conditions, rural education, peasant industries and co-operative organisation.

Finance. — The Assistant Manager of the China Development Finance Corporation has been invited, in accordance with the desire of the Chinese Government, to travel in Great Britain,
Belgium, Switzerland, the Netherlands, Sweden and France, to study monetary and financial questions.

League of Nations Organisation. — The Chief of the League of Nations Section of the Chinese Ministry for Foreign Affairs is engaged at the Secretariat of the League on a study of the Covenant and its application, and the internal organisation of the Secretariat.

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In pursuance of the arrangements made in 1936, the Secretariat has also assisted the Chinese Government by providing facilities for Chinese technicians to complete their training abroad. The cost, however, is borne entirely by the Chinese Government.

At the request of the Government, the Secretary-General took steps with a view to placing a number of young engineers in various foreign administrations. Three hydraulic engineers are at present temporarily incorporated in the Egyptian, Indian and Indo-Chinese administrations.

The National Health Administration asked the Secretariat to facilitate, through the Health Organisation of the League, the studies of a Chinese public health expert and supported the request of the Provincial Government of Fukien that arrangements should be made for a study tour for the Director of the Provincial Hospital. The Health Section has also collaborated with the Chinese National Health Administration in the selection of suitable experts for the different health services.

II. DIRECT TECHNICAL COLLABORATION.

Health. — Collaboration with the Chinese National Government in health matters continued during the period 1936/37 on the same lines as in previous years. In the summer of 1936, Dr. A. Stampar, who had been in China as a public health expert for nearly three years, returned to Europe. His report was published in the Quarterly Bulletin of the Health Organisation of the League
of Nations (December 1936). It gives a general description of
the social and economic conditions affecting public health and
the scheme of provincial health services, especially in the north-
western and south-western provinces.

Dr. B. Borčič entered on his duties in May 1936, and, since
then, has been attached to the Chinese Central Authorities.

During the period 1936/37, the Central Field Station was
mainly occupied with the teaching given in the post-graduate
classes for future medical officers, the majority of whom were
sent by the provincial authorities. In addition, several classes
for the training of sanitary inspectors were organised. Over a
thousand students attended the various courses.

The Chinese Central Authorities decided some years ago to
organise the Experimental Medical School. A Commission on
medical education was set up to study the problem, and also
problems of medical education in general. The Commission
represents a successful effort of collaboration between the
Ministry of Education, the National Health Administration and
the Rockefeller Foundation, which helped the Commission with
special grants. Dr. Borčič assisted the Commission to draw up
the programme of the Experimental Medical School. The Central
Government has appropriated a sum of 250,000 Chinese dollars
for the establishment of such a school in Nanchang, the capital
of the Kiangsi Province. In this province, very extensive
reconstruction work has been in progress during the last few
years.

The Central Field Health Station has continued to create and
develop health services in the provinces. In the execution of this pro-
gramme, it has been assisted by Dr. Borčič. In the Kiangsi Pro-
vince, the various rural welfare centres have been consolidated and
extended. New provincial hospitals have been opened and existing
district hospitals have been improved and reorganised, so as to
enable them to exert their influence in rural areas. The work
of the provincial health centres in the north-western provinces,
especially those in Kansu, has been extended to rural areas with
the help of travelling health units. The Provincial Hospital
in Fukien has been completed and is regarded as a basis for
the Provincial Medical School. The Plague Station in Lungyen,
Fukien, which has been very active in research work and in
plague control, now covers a larger area. In Yunnan, a programme
was put forward for the creation of Health Centres in Kunming and Kochiu, and a beginning was made with these centres last spring.

The Rural Health Centre of the experimental district near Nanking has been improved and is now organised as a practical training centre for physicians, nurses, midwives and sanitary inspectors attending courses at the Central Field Station.

The Provinces of Hupeh, Kwangtung and Chekiang have asked the Central Field Station for advice on the organisation of Provincial Health Centres. The Hupeh Government has appropriated the sum of 100,000 Chinese dollars for this purpose. In Canton, the School Health Service has been reorganised and extended.

The Central Field Station, which was responsible for the preparatory work for the Bandoeng Conference on Rural Hygiene, has presented a valuable report.

Dr. Borčič has been closely and continuously associated with all these activities.

Communications.—Collaboration with the Chinese Government in this field has continued to develop normally, especially in regard to hydraulic works, the construction of roads and road transport. It has been assured in China by M. Coursin, Chief Engineer of the French Administration of Bridges and Roads, and by M. Bourdrez, a Dutch civil engineer. M. Coursin returned to Europe in the autumn of 1936. His report on his mission contained valuable observations and suggestions for continuing the collaboration between the League and the Chinese Government in the sphere of communications. These suggestions supplemented the proposals which had meanwhile been made by the Chinese Government to the Secretary-General. The Chinese Government, while providing for the continuation and development of existing activities, put forward a new programme for future collaboration in this field. The chief innovation, which was examined and approved by the Council Committee, consists in the creation, at Nanking, of a Chinese Planning Office accredited to the National Economic Council. This Office includes three foreign engineers nominated by the League of Nations. They are appointed, in principle, for a period of two years and are paid by the League. Moreover, a number of Chinese engineers are attached to this
Office; they are paid by the Chinese Government, which also provides the supplies and subordinate staff for the Office.

The Chinese Planning Office is mainly concerned with hydraulic and road problems. It advises the competent Chinese technical services as to the studies that must be undertaken prior to the execution of any schemes, and it assists in the practical training of the Chinese engineers attached to the Office. In addition to this, it prepares plans for a small number of minor undertakings for which the preparatory documentation would appear to be adequate.

The execution of these undertakings falls to the Chinese authorities, but, at the request of the latter, the members of the Office may make visits on the spot and give practical advice.

Finally, the Chinese Government is considering the creation of a centre of higher technical studies, with a view to improving the technical training of its engineers. This centre is to receive a small number of engineers chosen for their qualifications and experience. The foreign engineers attached to the Office would be able to co-operate in the teaching work of the centre by giving lectures on subjects coming within the general curriculum.

With a view to the organisation and direction of this new Office, M. Coursin has again been sent to China on a short mission. Other officials will be M. Bourdrez, the Dutch engineer, who is already on the spot and who will interest himself more particularly in hydraulic questions, and M. Maux, the engineer from the French Administration of Bridges and Roads, who has been sent to China to take part in the work of the Office, where he will devote himself especially to road questions.

Agriculture. — The co-operative movement, which has developed greatly in recent years and on which the Chinese Government largely relies to improve the conditions of its peasant population, has occupied the serious attention of the authorities, who are anxious for the movement to progress along the proper lines. For this purpose, the advice and experience of Mr. Campbell were made available. During the past eighteen months, he has investigated conditions in the various provinces and he has endeavoured, by personal contact with the local heads of co-operative societies, to discover what improvements could be made and how mistakes might be remedied or avoided.
With this object, he has already visited the provinces of Chekiang, Kiangsi, Hunan, Hopei, Shantung, Shensi, Kansu, Szechuan, Hupeh, Anhwei, Kwangtung and Fukien. After each visit, he drew up reports which were duly communicated to the competent authorities. His advice has been frequently asked for on various matters connected with the co-operative movement.

Mr. Campbell is now on leave. He is expected to resume his duties in the autumn of this year.
12.

SOCIAL QUESTIONS.

I. INTRODUCTORY.

Administration and Organisation.

The most important event of the year was the reorganisation of the former Advisory Commission for the Protection and Welfare of Children and Young People, which was divided into two Committees, the Traffic in Women and Children Committee and the Child Welfare Committee. For these, a new Advisory Committee on Social Questions was substituted, which held its first session from April 15th to May 1st, 1937.

This Committee’s terms of reference, however, are the same as those of the former Advisory Commission: to advise the Council on two subjects (a) traffic in women and children (including obscene publications) and (b) child welfare.

With regard to traffic in women and children, the Committee's terms of reference are defined by Article 23(c) of the Covenant — the general supervision over the execution of agreements with regard to this question. The work in connection with child welfare has developed differently, as the term “child welfare” has never been authoritatively defined. The Child Welfare Committee worked on broad lines, considering, for example, that the welfare of children could not be separated from the welfare of the family. Many of the varied subjects which engaged this Committee’s attention related, not only to minors, but to family welfare in general.
As a result of the reconstitution of the Advisory Committee, the question of the organisation of its future work was raised. In the past, the two activities of the former Advisory Commission — traffic in women and children, and child welfare — proceeded independently with practically no link established between them. The new Advisory Committee, however, when discussing its future programme, felt strongly that it would be to the advantage of both branches of the work to consider them from a more general point of view. In drawing up the programme, the Committee, in order to be really effective and useful to national Governments, has borne in mind the current problems and the tendencies manifested both in national legislation and in the evolution of social theories, thus endorsing the opinion expressed by the Fifth Committee of the Assembly in 1936. As to the Fifth Committee’s suggestion to take as one of the first subjects “the principles adopted in the administration and organisation of welfare work among the young, including social assistance, showing the part played by the authorities and voluntary organisations respectively”, the Advisory Committee decided to take up this study, but thought that it should be limited at first to a certain number of representative countries. The training of persons engaged in social work is another question for study that was added to the programme.

The value of liaison with other bodies was stressed and it is the Committee’s wish to strengthen this — especially with the International Labour Office and the Health Organisation of the League, which are handling similar questions.

Publicity.

The large amount of valuable information which reaches the League of Nations on the subjects dealt with by the Advisory Committee on Social Questions has made the problem of publicity a pressing one. The Advisory Committee expressed the opinion that, in the past, too little has been done to make its work known to the public in the different countries, and recommended that more active propaganda should be undertaken. Apart from the methods of propaganda already adopted, the Social Questions Section of the League should, it was felt, issue periodically a bulletin or review giving up-to-date information on the work
of the Advisory Committee, which would contain some or all of the following features: particulars of the new laws and administrative measures introduced in the various countries; analysis of material collected by the Information Centre of the Library; account of the work of the sessions of the Committee; selected bibliographies and reports of congresses, conferences, etc.; analysis of information received from voluntary organisations on their activities; articles by experts.

The Council, at its session in May 1937, stated that the decision to give authorisation for issuing such a publication rested with the Assembly.

II. PROTECTION OF CHILDREN AND YOUNG PEOPLE IN THE FAMILY.


The annual reports of Governments on the progress of child welfare show interesting developments.

In the field of national legislation the growing responsibilities of Governments — mainly due to the economic crisis — are to be noted. Various types of social service formerly rendered by benevolent institutions are now becoming statutory rights of the population in different countries. Parallel with these important additions to the duties of the State, there is a definite trend towards the correlation of health and welfare services. In some countries it takes the form of centralisation under the control of a responsible Government department; in others of a co-ordination of the work of Government and private organisations.

In many countries, the sudden and large-scale extension of social services has necessitated basic changes in the methods of work. Institutional care, which even a few years ago was considered the one method, is regarded to-day as definitely secondary. Very few countries which have developed their social services in such a way as to affect large sections of the population have a sufficient number of institutions for those persons (destitute, defective, etc.) who are in need of special care, and there is thus an ever-increasing tendency to organise care and social aid in people's own homes.
These growing responsibilities of Governments raise the question of finance. Few countries, however, have as yet worked out a definite and complete scheme relating to this aspect of the problem. It is still an open question whether social work and services should be supported out of general public funds or by special taxation; what method of taxation is preferable, or whether social services should be placed on the basis of a social insurance scheme; what should be the respective parts played by Governments and private organisations.

The annual reports of the Governments reflect also the evolution of the "ideological" background of social services. These consist at first of merely symptomatic treatment; then pass, through a period of careful enquiry into cause and effect, to clear appreciation of the advantages of prevention versus cure.

Liaison with Other Organisations of the League of Nations.

Co-operation with the International Labour Organisation, the Health Organisation of the League and the International Educational Cinematographic Institute in Rome consisted this year mainly in presentation and discussion of reports by the liaison officers with these bodies on the subjects which presented a definite social aspect of interest to the Advisory Committee.

The liaison officer with the International Labour Organisation presented a report which dealt mainly with two subjects: (1) the work of the International Labour Organisation in matters of protection of children and young persons, through the partial revision of several minimum-age conventions with a view to raising the minimum age of admission to gainful employment, and (2) the effect of the Organisation’s recommendation in 1935 concerning unemployment among young persons.

The liaison officer with the International Educational Cinematographic Institute in Rome presented a report on the activities of the Institute during the past year.

The liaison officer with the Health Organisation referred in his report particularly to the Health Organisation’s work on three main aspects of nutrition: the assessment of the nutritional state of children, nutritive food requirements during
the first year of life, and the optimum amounts of milk required at different ages.

The Advisory Committee on Social Questions also co-operated with the League's *Mixed Committee on the Problem of Nutrition*, on which it is officially represented, offering certain suggestions as to the social aspects of the problem of nutrition. These suggestions relate mainly to educational propaganda and to the instruction of individual families in the measures designed to provide proper nutrition within the home; they also strongly recommend that, whenever meals are provided for school-children in the schools or at a social centre, these should be organised on such a basis as not to establish any distinction between the children who are dependent and those who are not.

*The Recreational Aspect of the Cinema.*

This question has engaged the Advisory Committee's attention for several years. Owing to the limited time available, however, for the discussion of certain subjects, the Committee decided to postpone the examination of this question until the next session (1938).

*Placing of Children in Families.*

The Committee decided to continue its study of this subject, which had originated as the fourth stage of the enquiry into the treatment of neglected and delinquent minors. In 1936, however, it was decided to treat the question separately and to continue the study on more general lines. This year, the substantial material collected was rearranged according to a new plan and divided into three parts: the first part is a general introduction containing the underlying principles and theory of the placing of children in families, the historical development and present extent of the system throughout the world, and consideration of the measures applied in different countries. Part 2 contains a description of various systems followed in different countries for the placing of children in families. Part 3 is devoted to recommendations concerning the standards applicable to the placing of children in families in different types of community.
The Child born out of Wedlock.

The former Advisory Committee had already concerned itself with different aspects of this question, and in 1929 published a study of the position of illegitimate children from various aspects: — rights and obligations of the mother and father towards the illegitimate child, conditions covering the legitimation of illegitimate children, official guardianship and other means provided either by the law or by institutions for ensuring the moral and material protection of illegitimate children. The systems adopted in certain countries authorising the issue of abridged birth certificates and official documents which make no reference to parentage have also been studied. In the past two years, no new development can be registered in this matter. In 1937, however, the Committee re-examined the question and decided to discuss it in 1938 on the basis of a detailed memorandum on all the documentary material at its disposal, to be prepared by the Secretariat in conjunction with the Rapporteur. As a basis for this memorandum, it suggested the following points: historical review of the question; present position of the child born out of wedlock from the point of view of legal protection, protection of health, special measures of social care and assistance; provision and care under social insurance measures; establishment of legitimate status for the child.

General Study of the Treatment of Neglected and Delinquent Minors.

This question has engaged the Committee’s attention since its first session in 1925. In the following years, different aspects of the problem had been dealt with, such as juvenile courts, the auxiliary services and institutions. Later, the age of criminal responsibility and the various aspects of the question of placing of children in families were added. At a later stage, the Advisory Committee studied the organisation and functioning of Child Welfare Councils, which in the Scandinavian countries perform some of the functions of the juvenile courts in other countries.

In 1936, the Committee felt that it was in a position to draw up certain conclusions and a Sub-Committee appointed in the same year prepared a report setting forth general conclusions on
the question of juvenile courts and similar bodies, their auxiliary services and institutions. After a general introductory review of the causes of juvenile delinquency the report arrives at conclusions on the following points: definition of minors, organisation of the special jurisdictions, competence, procedure, auxiliary services and measures to be taken with regard to the minors concerned. The conclusions with regard to institutions are those adopted by the Child Welfare Committee in 1935. They reproduce remarks on observation centres, special institutions and reformative institutions, together with a series of rules regarding the internal organisation of such institutions and suggestions relating to conditional and final release.

The object of these recommendations is to enable Governments or organisations which may be proceeding to a re-examination of the methods hitherto employed in dealing with neglected and delinquent minors to consider these in relation to the general principles embodied in the Committee's report. The Advisory Committee decided that the recommendations should be printed, together with the resolution adopted by the 1935 Assembly concerning the imprisonment of children, and as an annex two explanatory memoranda prepared by members of the Committee.

Activities of the Secretariat acting as Information Centre for Matters connected with Child Welfare.

The Secretariat, acting as an Information Centre, has carried out the instructions received from the Assembly, the Council, and the Child Welfare Committee in the following way.

It has collected documentary material concerning national organisations, in twenty-three different countries and two mandated territories, dealing with child welfare either as their main work or among other activities. It has drawn up a card-index of international bodies dealing with various aspects of child welfare work, based on the general information contained in the Handbook of International Organisations published by the Secretariat, and the additional information it has itself collected. It has compiled a list of the names and addresses of official organisations in different countries with which members of the Committee can correspond on questions connected with child welfare.
It has published the text of certain important laws concerning child welfare which have come into force during the past year, and various documents containing general information concerning the development of child welfare in different countries on the legal and administrative side. In so far as the documentary material at its disposal allowed, it has answered the requests for information it has received both from Government departments and private organisations and individuals. It has continued to collect and classify unpublished material concerning the problems which it has been requested to study.

Further, the Information Centre has analysed, summarised and published the annual reports sent in by the various Governments\(^1\) on their activities in connection with child welfare during the year 1935.

### III. ASSISTANCE TO INDIGENT FOREIGNERS.

The Committee of Experts appointed by the Council in 1931 to study this question has held no session since the Assembly of 1936. The second multilateral draft Convention drawn up by the Committee of Experts at the second session (January 1936) was submitted to Governments for their comments and a considerable number of replies have been received. Few of these, however, are in favour of a multilateral Convention; many recommend the conclusion of bilateral agreements. During the past year, on the proposal of American experts, a questionnaire was addressed to the Governments in order to enquire into the practice of various countries in the matter of assistance to indigent foreigners.

### IV. TRAFFIC IN WOMEN AND CHILDREN.

\textit{Ratification of Conventions.}

The international conventions regarding traffic in women and children and obscene publications have been ratified by a further number of States. The Convention for the Suppression

\(^1\) Document C.Q.S./B.3.