Review of Social Questions.

In 1937, the Assembly pronounced itself in favour of the publication by the Secretariat of a review of social questions. The necessary studies were therefore undertaken during the year to enable the 1938 Assembly to consider the budgetary implications of such a publication. The Advisory Committee on Social Questions was informed of the results of these technical studies undertaken by the Secretary-General and re-affirmed its opinion that if a publication of this kind were competently edited and attractively produced, it would greatly increase knowledge of the work of the League of Nations in the social field.


The Information Centre has continued to collect and distribute current material relating to child welfare. The great activity it has shown in this matter clearly reflects the systematic development of child welfare work in many countries.

The Centre has replied to the requests for information which it has received both from Governments and from individuals and private organisations.

For the benefit of the Advisory Committee on Social Questions and of the authorities appointed by Governments to act as correspondents of the Centre, the latter has published, on their entry into force, the new laws and administrative measures of the various countries relating to child welfare; these documents constitute the Legislative and Administrative Series of the Information Centre's publications. With a view to facilitating reference and indicating what would appear to be outstanding tendencies, the Centre has issued a summary of all the texts published in the Legislative and Administrative Series from the establishment of the Centre (1935) down to the end of 1937.

The Centre has summarised and published the annual reports on child welfare submitted to it by forty-one Governments.

---


II. PROTECTION OF CHILDREN AND YOUNG PEOPLE.

During the last few years, welfare work among the young has developed markedly in certain directions. Governments are constantly assuming fresh responsibilities and taking over social services formerly organised by voluntary associations. There is also a definite trend towards correlating health, social, economic and educational services, and towards determining the relative importance of each in the life of the individual and at different stages of the development of organised welfare work. As a result of this broader approach, child welfare services are now beginning in many countries to devote their attention not only to minors but to family welfare in general. This is especially marked in rural areas.

The work of the Advisory Committee on Social Questions, and incidentally that of the Social Questions Section, reflects these new tendencies. Thus, both in the new subjects chosen for study, and where the subject is one which has been examined for several years, a broader and more general treatment than was customary in the past is making itself apparent.

Placing of Children in Families.

This year the Advisory Committee concluded its study on the placing of children in families, which represented an advanced stage of the enquiry into the treatment of neglected and delinquent minors. The Committee, however, realised that this study on child placing ought not to be limited to these categories of minors but should extend to the problem of placing in general, and last year the plan of the whole report was rearranged to meet present demands.

The report will be printed this year.
The Recreational Aspects of the Cinema for the Young.

Another subject which the Advisory Committee has been studying for several years is the recreational aspects of the cinematograph for the young. It was realised that, although the cinema had grown up in one generation, it was a phenomenon of great social importance. As a result of several years of study, the Committee came to the conclusion that, as an influence on young people, the advantages of the cinema far outweighed any disadvantages. Though in many countries there are no statistics of the number of children and young people attending the cinema, the Advisory Committee approached the subject from the standpoint that the habit of cinema-going is well established amongst the young. The problem is how to turn the power of the cinema into the proper channels. The Committee considered two courses of action: (1) how to protect children from harmful films; (2) how to provide special performances with films suitable to the young. Different aspects of censorship were discussed, and also the many economic difficulties which seem to make the production of films specially devised for children impracticable.

While no definite conclusions were reached, it was agreed that the holding of special performances and the production of special films, although they may be admirable objectives so far as the needs of young children are concerned, will not solve the problem for older children and adolescents. The practical question which therefore arises is what can be done in these circumstances to safeguard the position of the young in ordinary cinemas. The answer to this question might be found in encouraging young people to discriminate between good and bad — that is to say, in the teaching of film appreciation. An interesting report ¹ was presented to the Committee on this subject; it will be edited in the light of the discussion which took place and published shortly.

The Position of the Illegitimate Child.

For several years, the Committee has been examining the position of the illegitimate child from various standpoints, and,

in 1937, it decided to combine these separate studies into one report, completing the information where necessary. This year, the Committee discussed the report,¹ which shows, within the limits of a short comparative study, the legal position of the illegitimate child in various countries. The different aspects of the question are treated separately, and the various national laws and practice on the subject are also covered by the report. The latter's purpose is to enable Governments wishing to amend their legislation, or private organisations dealing with the subject, to discover how one particular problem is dealt with in different countries without having to search for this information among individual reports from each country. This document, which will soon be printed, will constitute the first volume of the study on the position of the illegitimate child. The social aspect, which is of equal importance, will be dealt with later.

Future Work of the Committee.

The Advisory Committee discussed its future work and decided to place the following new subjects on the agenda:

(a) The principles adopted in the organisation and administration of welfare work among the young, including social assistance;
(b) The training of persons engaged in social work;
(c) Family desertion.

It was decided that the first study — the principles adopted in the organisation and administration of welfare work among the young, including social assistance — should be limited at first to a selected number of representative countries. The study is to show broadly what are the respective functions of Federal authorities, State and provincial authorities, central departments or local authorities, and also what are the functions of non-official bodies. It will also show how welfare work and social assistance are carried out, financed and co-ordinated. It was decided to give special attention to the rural aspect of these questions.

As regards the second subject — the training of persons engaged in social work — the Committee's object was to discover how far

¹ Documents C.Q.S. /B.29, 29(a), 29(b), 29(c), 29(d).
the training given in social service schools in various countries is really producing the type of worker most needed in each country. The Committee is mainly interested in the manner in which different groups of social workers, including voluntary workers, are trained, and the nature of the training given.

With regard to the third question — family desertion — the Committee decided to place this on its agenda for 1939, and to request the Rapporteur to bring before the Committee, in the form of a report, the information available on the subject, in order that the Committee may be in a position to decide in what direction it wishes to pursue this study.

The principle which determined the choice of these subjects was that of making the Committee's work useful to Governments by taking new tendencies in social welfare into account.

III. TRAFFIC IN WOMEN AND CHILDREN AND IN OBSCENE PUBLICATIONS.

Ratification of Conventions.

The international Conventions for the repression of traffic in women and children and in obscene publications drawn up since the foundation of the League continue to receive ratifications. Thus, the 1921 International Convention for the Suppression of Traffic in Women and Children was ratified by Turkey during the year, and is now in force in fifty States. The 1923 International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications has been acceded to by Afghanistan and Salvador, bringing the number of parties to this Convention up to forty-seven. The 1933 International Convention for the Suppression of the Traffic in Women of Full Age has been acceded to by Greece, Ireland, Mexico and Poland, and is now in force in twenty-four countries.

These figures, which show that the first two instruments mentioned are now nearly universally applied, do not give a full picture of the actual geographical area in which these Conventions are in force, as they do not include a very large number of colonies, overseas possessions, protectorates and mandated territories which are also bound by the provisions of these Conventions.
The preparations for a further international instrument which will in many ways complete the international legislation in this domain are well advanced. A revised draft of the proposed Convention for the suppression of the exploitation of the prostitution of others, drawn up by a Sub-Committee of the Advisory Committee on Social Questions, was submitted to the Council in September 1937. The Council instructed the Secretary-General to place on the Assembly’s agenda for 1938 the question of calling an inter-Governmental Conference to conclude the Convention. In accordance with the Council’s instructions, the revised draft of the Convention and the Sub-Committee’s comments were sent by the Secretary-General to the Governments both of Members of the League and of States non-members, with the request that the Governments should send him their observations by May 1st, 1938. At the time when the present report was drawn up, twenty-two Governments had replied.¹

Summary of Annual Reports on Traffic in Women and Children and Rearrangement of the Questionnaire.

The decrease in the number of Governments reporting on traffic in women and children and on obscene publications, which has been observed for the last three years, did not continue in 1937. Nineteen Governments sent in reports for 1936/37, as compared with fourteen for 1935/36.

In examining the reports in 1938,² the Advisory Committee paid special attention to shortcomings which might be due to the questionnaire on which the reports were based. It again noted the lack of comparability in the information supplied, and came to the conclusion that many Governments abstained from sending in reports partly at least because of the deficiencies of the questionnaire.

After considering two documents containing suggestions and observations made by Governments in 1936 and 1937, and after hearing the remarks of its members, the Committee drew up a new questionnaire.³ This new questionnaire takes into

¹ Document A.13.1938.IV.
² Summary of the Annual Reports for 1936/37, document C.70.M.26.1938.IV, 1, 2 and 3.
account the many changes in the general situation which have taken place since annual reports were first sent in, and also distinguishes more clearly between national and international cases of traffic. It has discarded certain questions which produced replies of little value, and contains new questions which aim at obtaining useful information on legislative and administrative progress in dealing with the repression of traffic in its widest aspects.

The Council expressed the hope that the new questionnaire would result in a greater number of reports being sent to the Secretariat in future. It also requested Members of the League and non-member States which were signatories of Conventions for the suppression of traffic in women and children to make use of the new questionnaire when sending in their future reports.

No change was made in the questionnaire on obscene publications, as there was general agreement that the summary of the answers on obscene publications gave a much better picture than the answers on traffic in women and children. In future, however, as the result of a recommendation of the Advisory Committee, the summary of annual reports on obscene publications will appear as a separate document.

Rehabilitation of Prostitutes and Prevention of Prostitution.

The rehabilitation of prostitutes was further discussed. The results of the Committee's study of this question will appear in a report in three parts, of which Part I, on "Prostitutes: Their early Lives", will be ready shortly, and Part II, on "Social Services and Venereal Disease", appeared at the beginning of 1938. The Advisory Committee stressed the importance of ensuring that this document should be widely circulated among public authorities, voluntary organisations and doctors concerned with the problem.

The third and concluding part, which will deal directly with methods of rehabilitation, will be issued before the end of the year. In 1939, the Committee will therefore have before it the complete study, and will be in a position to discuss conclusions and possible recommendations.

1 Document C.6.M.5.1938.IV.
The Committee also discussed plans for a further study, based mainly on material obtained during the enquiry on rehabilitation — i.e., a study on the prevention of prostitution. This study will be issued separately, and only after having been fully discussed by the Advisory Committee. In 1938, discussion was confined to the draft plan of work presented by the Rapporteur. The Committee recognised that complex social and economic issues were involved; nevertheless, it was in favour of restricting the study to direct preventive measures and practical recommendations. The plan of work provides for the collaboration of two experts, who will be responsible for drawing up the sections dealing respectively with the factors of a physical and psychological nature which lead women into prostitution and with reduction in the demand for prostitutes.

Conference of Central Authorities in Eastern Countries.

At its eighteenth session, the Assembly considered the proposals made by the Conference of Central Authorities in Eastern Countries, including the proposal that a Bureau should be created in the East to serve as a centre of information on traffic in women and children and to co-ordinate measures taken by the authorities. Considering that the details of this scheme could best be worked out by direct consultation with the competent authorities of the Governments concerned, the Assembly suggested that an expert adviser should be appointed to discuss the matter, as soon as possible, with the authorities on the spot. In January 1938, however, the Council came to the conclusion that the situation in the Far East made it unlikely that an expert adviser could fulfil his task under normal conditions. It therefore adopted a proposal suggesting the postponement of the appointment for the time being. The Rapporteur was authorised by the Council to submit further proposals at a later date.

The Minutes of the Bandoeng Conference (1937) have been published by the Secretariat. In accordance with a special wish expressed by the Conference, a booklet has been published by the Secretariat with the aim of informing a wider public

---

1 Document C.476.M.380.1937.IV.
of the problems raised by the traffic in women and children in the Far East and of the suggestions made by the Conference to combat it.\footnote{The Work of the Bandoeng Conference (document C.516.M.357.1937.IV).} This brochure, which was originally published in the two official languages of the League, will also be issued in Dutch and Chinese.

IV. ASSISTANCE TO INDIGENT FOREIGNERS.

The Committee of Experts on Assistance to Indigent Foreigners and the Execution of Maintenance Obligations abroad, set up in virtue of a decision of the Council dated May 20th, 1931 (sixty-third session), held its third session from February 14th to 19th, 1938.\footnote{See document C.105.M.57.1938.IV (Official Journal, May-June 1938, page 524).}

It considered the observations of the Governments on the second draft multilateral Convention on Assistance to Indigent Foreigners, and the replies from Governments to a questionnaire on the practice actually followed in this matter.

The Council, referring these observations to the Committee of Experts, invited that body to propose practical measures for the purpose of improving by international action the precarious situation of indigent foreigners.

After a thorough consideration of the replies and observations before it, the Committee of Experts drew up a third draft Convention, representing a compromise solution. But the experts came to the conclusion that, for the moment, a multilateral Convention was unlikely to prove an effective international instrument. They submitted to the Council a text of a model Convention which might be used as a basis for concluding multilateral or bilateral conventions. This model Convention is accompanied by a number of recommendations. The Committee of Experts also asked the Council to fix a time-limit at the end of which Governments would be requested to report the action taken on those recommendations.

The Committee of Experts felt that the complexity of the problem and the insufficient information at its disposal had
increased the difficulty of its task, and asked the Council to carry out a more complete study of the problems connected with assistance to indigent foreigners.

The second question referred to the Committee of Experts was the execution of maintenance obligations abroad. As the International Institute for the Unification of Private Law was preparing a draft international Convention on the subject, the Committee decided to postpone consideration of this problem until it received the documentary material in question from the Institute.

V. PENAL AND PENITENTIARY QUESTIONS.

The Assembly instructed the Secretary-General to obtain information and opinions during the current year with a view to a discussion of the following questions by the Assembly in 1938:

Number of Prisoners in the Various Countries and Measures taken to reduce it.

Having been asked to undertake an enquiry on this subject, the International Penal and Penitentiary Commission informed the Secretary-General that it would submit to him in June 1938 the results of its enquiry into the number of prisoners over 18 years of age in the different countries and into the measures taken during recent years with the object of reducing the number of prisoners.

As soon as the Secretary-General has received the results of this enquiry, he will forward them to the Governments.

Position of Aliens released from Prison.

In accordance with a decision of the eighteenth ordinary Assembly, the Secretary-General requested the International Conference for the Unification of Penal Law, which held its seventh session at Cairo in January 1938, to place on its agenda

---

the question of the position of aliens and stateless persons released from prison.

This Conference devoted a large part of its time to a discussion of this problem. Several reports were submitted on the subject.¹ The Conference adopted a resolution which proposes guiding principles for the municipal legislations of States, suggests the drawing-up of an international convention on the admission of expelled persons to the territory of another State, and recommends that the text of the special Protocol signed at The Hague in 1930 concerning stateless persons should be made more precise, and that, in view of the new situation in which refugees are now placed, supplementary provisions should be added.² The

¹ See reports submitted by M. Th. Givanovitch (Yugoslavia), M. Ugo Aloisi (Italy), M. H. G. J. Maas Geesteranus (Netherlands), M. J. Youpis (Greece), M. Aly Mohamed Badaoui (Egypt) and the Egyptian delegation (see Records of the Seventh International Conference for the Unification of Penal Law).

² The text of this resolution is as follows:

```
I.

" Whereas, in practice, the expulsion of released alien or stateless persons raises problems in the solution of which the security of States must be reconciled with individual interests considered from the point of view of justice and humanity;

" The Conference proposes that the following principles should be observed in the municipal legislation of States:

1. (a) The exercise of the right of expulsion in consequence of a conviction should be confined to cases of a certain gravity. This gravity shall be determined either by an enumeration of the offences according to their nature or by an indication of the penalty inflicted.

"(b) This right shall only be exercised if the convicted person's continued residence in the national territory is deemed to constitute a social danger.

2. A system for the judicial or administrative examination of such measures shall be established.

3. Expulsion shall not be ordered if its consequence would be to hand over the expelled person to a State in whose territory he has been sentenced or is being prosecuted, when such sentence or prosecution is not such as to render him liable to extradition.

4. Minors under 18 years of age may not be expelled unless such expulsion has the effect of sending them back to the country of residence of the person or institution exercising the authority of parent or guardian over them.

5. A measure of expulsion may be suspended or cancelled at any time.

6. When expulsion cannot be executed, it may be replaced by measures of security or supervision.

II.

" Whereas expulsion has an international character, owing to the fact that the expelled person must seek residence in a State other than that which expelled him;

" Whereas the efficacy of the measure depends to a large extent on the admission of the expelled person to the territory of another State;

" The Conference considers that an international Convention should be concluded embodying the following principles:

1. No State may refuse to admit its own nationals to its territory.

2. If the country of which the expelled person is a national, or which
Conference also recommended that the position of refugees should be re-examined on the basis of the principle that refugees should not be expelled to their country of origin, expulsion being replaced, if necessary, by measures of supervision and security.

As the problem of the repatriation of released alien prisoners is closely connected with the study of the position of aliens released from prison, the Secretary-General wishes to recall that, in 1936, the International Penal and Penitentiary Commission made concrete proposals regarding the organisation of such repatriation.¹

agrees to admit him, is not adjacent to the country of residence, the States of transit shall facilitate passage through their territory.

3. The expelling State must notify the country of origin or destination of the expulsion and communicate to it the punitive judgments pronounced against the expelled person.

4. Organisation of a system of international after-care involving the creation in the different countries of central bodies dealing with the repatriation of expelled prisoners and their rehabilitation in their countries of origin or destination.

5. Equality of treatment between non-expelled or repatriated aliens and nationals as regards measures of rehabilitation.

III.

Whereas, as regards stateless convicted persons, a Protocol signed at The Hague in April 1930 establishes the obligation of countries of origin to admit to their territory persons who, having lost their nationality, have been sentenced to a penalty of imprisonment of one month or over and have served the said penalty or have obtained total or partial remission thereof;

But whereas present circumstances, and particularly the new situation in which refugees in general are placed, justify certain readjustments as regards the application of the said Protocol;

The Conference considers that the text of the Protocol should be made more precise and that supplementary provisions on the foregoing basis should be envisaged.

The conclusions reached by the International Penal and Penitentiary Commission on this subject were as follows:

The Governments should receive from the Commission a list of the after-care associations dealing with this subject in the different countries, and the Commission should at the same time urge that steps should be taken for the creation of a central body of an official or private character in the countries not yet possessing one;

The Commission should also urge Governments to take steps to see that regular relations are established between the central bodies of the different countries for the purpose of regulating repatriation — i.e., for the examination of individual cases and the carrying-out of the requisite measures in each case;

Once these two points have been settled, the next step is to determine the conditions to which the repatriation of convicted persons who have been released will be subject;

It is considered that repatriation should only be contemplated in deserving cases where there would appear to be a reasonable likelihood of rehabilitation;

It is also thought that it would be worth considering the desirability of sending the released prisoner to a country other than that of which he is a national, as he may have better chances of making good in a country which is not his country of origin;

These principles having been accepted, the following simple and practical procedure might be adopted for putting them into practice;

The convicted person who is to be repatriated would be brought to the notice of the central body of the country where he has served his sentence by the
Treatment of Witnesses and Persons awaiting Trial.

At its last session, the Assembly instructed the Secretary-General to collect the advice and suggestions of seven technical organisations on the measures which might be proposed to protect witnesses and persons awaiting trial against the use of violence and any other forms of physical or mental constraint. The Secretary-General accordingly applied to the International Penal Law Association, the International Bureau for the Unification of Penal Law, the International Penal and Penitentiary Commission, the International Criminal Police Commission, the Howard League for Penal Reform, the International Law Association and the International Penal Law Union.

By June 1st, 1938, the replies of these organisations had not all reached the Secretary-General. A summary of this consultation will be forwarded to Governments later.

governor of the prison. Such notice would be given in time for the central body of the country to which the convicted person is going to take all necessary steps for his rehabilitation;

"Any money earned during detention would be used in the first place for travelling expenses. Any deficiency would be paid either by the Government or by the after-care service of the country in which the sentence was served." See Bulletin of the International Penal and Penitentiary Commission, Volume V, No. 4, November 1936, page 481.

The Commission also drew up a list of about thirty post-penitentiary and after-care institutions in the different countries which might be invited to assist in the repatriation of released alien prisoners. This list was published in the "Recueil de documents en matière pénale et pénitentiaire" — Bulletin of the International Penal and Penitentiary Commission, Volume VII, No. 1, January 1938.
13.

TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

A. WORK OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

The Advisory Committee met for its twenty-third session on June 7th, 1938. The session was preceded by meetings of its Sub-Committee on Seizures and of the Preparatory Committee for the Limitation of the Cultivation of the Opium Poppy and the Production of Raw Opium.¹

B. WORK OF THE SUPERVISORY BODY.

The Supervisory Body, constituted under paragraph 6 of Article 5 of the Limitation Convention of 1931, communicated to Governments on November 6th, 1937, its statement of the estimated world requirements of dangerous drugs in 1938.²

There has been a steady increase during the last five years in the number of countries supplying annual estimates of their requirements in narcotic drugs. At the end of the second session of the Supervisory Body in 1933, only forty-five countries had furnished estimates; in 1934, the figure had increased to fifty-four; in 1935, to fifty-nine; in 1936, to sixty-one; and in 1937, to sixty-three. The same progress is observed in the case of colonies, protectorates, overseas territories and territories under suzerainty or mandate. The number of territories furnishing estimates has risen from eighty-three territories in 1933 to 104 territories in 1937. Inversely, the number of countries and territories for which the Supervisory Body, in the absence of estimates furnished by Governments, has been obliged itself to

¹ A summary of the proceedings of the Advisory Committee will be given in Part II of this report.
² Document O.S.B./Statement, 1938: "Estimated World Requirements of Dangerous Drugs in 1938".
prepare the estimates has decreased from fifty-four in 1933 to only twelve in 1937.

The major part of the estimates supplied by Governments, moreover, and of the explanations which accompany them, are prepared with increasing care, and the competent authorities of the Governments now appear fully to understand the provisions of the Limitation Convention and how they should, in practice, be applied. There is also to be observed an ever closer relationship between the estimates furnished by Governments and their actual requirements.

The Supervisory Body, in 1937, considered it necessary to ask for additional information or explanations from eleven countries in respect of their estimates for 1938. Here again, a marked improvement is to be noted on previous years. In 1934, information of this kind was requested from twenty-eight countries, whereas, in 1937, the Supervisory Body called for further information in respect of eleven countries only.

The grand totals of estimates of quantities necessary for home consumption, conversion and replenishing reserve and Government stocks for 1938 in respect of the five principal drugs, as compared with the previous two years, are shown in the following table:

<table>
<thead>
<tr>
<th>Drug</th>
<th>1936</th>
<th>1937</th>
<th>1938</th>
</tr>
</thead>
<tbody>
<tr>
<td>Morphine</td>
<td>46,274</td>
<td>49,002</td>
<td>45,638</td>
</tr>
<tr>
<td>Diacetylmorphine</td>
<td>917</td>
<td>1,112</td>
<td>1,133</td>
</tr>
<tr>
<td>Cocaine</td>
<td>5,054</td>
<td>5,965</td>
<td>5,032</td>
</tr>
<tr>
<td>Methylmorphine (codeine)</td>
<td>31,002</td>
<td>32,246</td>
<td>29,921</td>
</tr>
<tr>
<td>Ethylmorphine (dionine)</td>
<td>3,688</td>
<td>3,586</td>
<td>3,089</td>
</tr>
</tbody>
</table>

C. WORK OF THE PERMANENT CENTRAL OPIUM BOARD.

The Board has held three sessions during the period under review: September 7th to 10th, 1937; November 2nd to 8th, 1937; and April 5th to 14th, 1938.

At its thirty-third session in November 1937, the Board adopted its report to the Council on the statistics for 1936. This report gives a comprehensive survey of the world situation as regards legitimate manufacture, consumption, international movement, seizures and stocks of narcotic drugs based on the statistics furnished by Governments.

---

1 Document C.353.M.240.1937.XI.
For the year 1936, the Board received 251 quarterly statistical returns and 303 annual returns sent by Governments in respect of sovereign States. In addition, 405 quarterly returns and 576 annual returns were received in respect of dependencies, colonies, protectorates and mandated territories.

**World Manufacture of Drugs in 1936.**

The world manufacture of drugs in 1936 showed a general increase as compared with 1935.

World manufacture of morphine (36,884 kilogrammes) reached the highest quantity reported to the Board since 1930 and exceeded the amount manufactured in 1935 by 6,079 kilogrammes. The manufacture of diacetylmorphine increased by 204 kilogrammes, and that of cocaine by 239 kilogrammes, while the manufacture of codeine and ethylmorphine increased by 4,418 kilogrammes and 748 kilogrammes respectively.

The large increase in morphine manufacture is mainly due to an increase in the use of morphine for conversion into diacetylmorphine, codeine and ethylmorphine, for the manufacture of unconverted morphine only exceeded that of 1935 by 186 kilogrammes.

**World Consumption and World Stocks of Drugs.**

The world stocks of manufactured drugs held at the beginning and at the end of 1936 showed only slight variations. It would therefore seem that the increase in manufacture mentioned above was absorbed by consumption, which for every drug was higher in 1936 than in 1935. The increases were:

<table>
<thead>
<tr>
<th>Drug</th>
<th>Kilogrammes</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Morphine</td>
<td>990</td>
<td>11.53</td>
</tr>
<tr>
<td>Diacetylmorphine</td>
<td>73</td>
<td>9.49</td>
</tr>
<tr>
<td>Codeine</td>
<td>4,968</td>
<td>25.00</td>
</tr>
<tr>
<td>Ethylmorphine</td>
<td>875</td>
<td>48.34</td>
</tr>
<tr>
<td>Cocaine</td>
<td>222</td>
<td>5.74</td>
</tr>
</tbody>
</table>

**Working of the 1931 Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs.**

**Imports.**

In 1936, the attention of Governments was drawn, in twenty-three minor cases, to the fact that the estimates had been exceeded.
In seven other cases, action implying an embargo on exports was taken. Supplementary estimates, regularising the situation, were furnished in nine cases. These figures do not include the excess imports which only come to the notice of the Board on receipt of the statistics for the fourth quarter—i.e., after the end of the year to which the estimate applies.

In order to avoid the great inconvenience which action under Article 14 of the 1931 Convention inevitably causes to all concerned, the Board has asked the national departments not to issue import certificates without first making sure that the estimates will not be exceeded if the quantities covered by these certificates are actually imported during the year, and, if necessary, to furnish a supplementary estimate together with explanations stating the reason for the additional requirements.

**Manufacture.**

The quantities of drugs which various countries have, according to the calculations of the Board, manufactured over and above the quantities authorised to be manufactured in 1936 were 1,022 kilogrammes of morphine, 105 kilogrammes of diacetylmorphine and 402 kilogrammes of cocaine, as compared with 1,998 kilogrammes, 39 kilogrammes and 140 kilogrammes in 1935. Some of the surplus quantities manufactured were explained by the fact that certain indispensable items had been omitted from the estimates and supplementary estimates; for example, estimates of the amount necessary to bring the reserve or Government stocks up to the desired level.

A careful study of the statistics received has led the Board to the conclusion that, in 1936, as in 1935, the main objects of the Convention were attained.

---

1 For this reason, the Board, in sending out the form for returns of annual statistics of stocks, attached to it the following note:

"The Governments of countries and territories that maintain reserve or Government stocks are asked, when filling in this form, to compare the amounts of these stocks existing at the end of 1937 with the estimates they have sent in for 1938 (Form B(L)), and then to send in, if necessary, a supplementary estimate showing the amounts needed to bring these stocks to the level it is desired to maintain in 1938."

It is hoped that one of the causes of apparent surplus manufacture will thus be eliminated.
14.

INTERNATIONAL ASSISTANCE TO REFUGEES.

I. FUTURE OF REFUGEE WORK.

In view of the fact that the Nansen International Office for Refugees and the Office of the High Commissioner of the League of Nations for Refugees coming from Germany are to be liquidated, under previous resolutions of the Assembly, by December 31st, 1938, the Norwegian Government made a proposal to the Assembly (eighteenth ordinary session) that a decision should be taken in the course of the session as to the future of international assistance to refugees within the framework of the League of Nations. The necessary agreement on the subject not being forthcoming, the Assembly requested the Council to prepare, or cause to be prepared, before the next Assembly, a plan for international assistance to refugees.

At its one-hundredth session, the Council entrusted the preparation of the plan to a Committee consisting of the representatives of Bolivia, the United Kingdom and France. The report of this Committee was adopted by the Council at its one-hundred-and-first session, and the Secretary-General was instructed to transmit it for observations to the Governments of the States Members of the League, and for information to the Governments of the United States of America and the United States of Brazil.

The Secretary-General was further instructed to prepare a detailed plan on the basis of the report, after consultation with the President of the Governing Body of the Nansen International Office for Refugees and the High Commissioner for Refugees coming from Germany, and to transmit it to the Assembly.
The report adopted by the Council estimates the number of refugees recognised as such by the League of Nations at approximately 600,000. In the case of the so-called Nansen refugees, emigration could only afford a partial solution on account of the insufficiency of the capital available and the limited number of outlets. The real solution of the problem is rather (the report states) to be found in the absorption of such refugees by their countries of refuge. Such absorption is already in progress, and would appear in the nature of things to be likely to proceed in future even more rapidly.

As regards the refugees coming from Germany, emigration and settlement in oversea countries are proceeding. Of approximately 150,000 refugees who have so far left Germany, close upon 120,000 have already reached the countries in which they are to settle permanently; and the problems raised by the existence of the two categories of refugees would appear, in the opinion of the authors of the report, to admit of solution within a limited time.

The report also notes the invitation addressed by the United States Government to a number of Governments in regard to the setting-up of a special committee, composed of representatives of these Governments, to deal with certain aspects of the refugee problem. In this connection, the Committee of the Council notes that its own proposals are not intended to prejudice or to conflict with the work proposed in the American invitation.

Many States Members of the League which have refugees in their territory consider, the report says, that co-operation within the framework of the League is still indispensable. The Committee accordingly advocates the establishment of a single organisation for assistance to refugees, to be directed by a person designated by the League of Nations as High Commissioner for Refugees under the protection of the League of Nations; the High Commissioner to be assisted by a small staff comprising neither refugees nor former refugees.

The duties proposed for the High Commissioner are to superintend the entry into force and the application of the legal status of refugees, to facilitate the co-ordination of humanitarian assistance, and to assist the Governments and private organisations in their efforts to promote emigration and permanent settlement.
The High Commissioner is to be in continuous contact with the Governments concerned. He might also establish contact with Liaison Committees representing the private organisations dealing with assistance to refugees.

The High Commissioner would further be assisted, with the consent of the Governments concerned, by representatives in the principal countries of refuge.

The League's financial contribution, it is proposed, should be allocated to the High Commissioner's administrative expenses, and should not in any case be used for the relief or settlement of refugees. The creation of a single organisation is expected to lead to economies in administrative expenditure.

It will be for the Assembly at its nineteenth ordinary session to take a final decision on the above plan. If the Assembly approves the conclusions of the report, it will also have to nominate a High Commissioner in order to facilitate the transfer of powers, and to prevent any break in the continuity of the League work in favour of refugees.

II. Nansen International Office for Refugees.

Settlement of Armenian Refugees in Syria.

The work of settlement of Armenian refugees continued in 1937 at a more rapid rate. In spite of the efforts made, there are still a certain number of families for whom it has not been possible to provide dwellings.

Since January 1st, 1938, the provision of dwellings for indigent refugees has been handed over to the Union générale arménienne de bienfaisance, whose resources consist of contributions from the Office and the funds which it collects itself by means of appeals to the public.

When it began work, the Office had to provide housing for the occupants of 3,800 huts at Beirut and 4,000 huts at Aleppo. Not more than 700 huts are now occupied in both places. The reinvestment of repayments will enable the whole scheme of settlement to be brought to a successful conclusion. The results already achieved are satisfactory — some 40,000 refugees have been enabled to find permanent shelter and means of earning their living; schools have been built and maintained for some
time past; and a sanatorium has been established. In 1937 alone, 613 families, consisting of 3,236 persons, were settled. It may be thus anticipated that the work will be completed in the course of 1938. The Office has not felt justified, in view of its approaching liquidation, in engaging in any further direct activities.

The transfer of titles to property continues regularly with the repayments of advances.

*Settlement of Armenian Refugees in Greece.*

The position of the Armenian refugees in Greece was highly critical during the past year. The provisional huts in which they were sheltered had to be demolished on grounds of hygiene, and with a view to urban construction. Moved by the situation of the refugees, the Greek Government generously made a gift to the Office of 40,000 square metres of land in the neighbourhood of New Smyrna. The Office issued public appeals; and with the aid of the various contributions collected by the Union générale arménienne de bienfaisance, and its own grants, sufficient capital was collected to begin building on this land. Whereas, however, in Syria, the dwellings of the refugees are not subject to any special building regulations, the regulations governing urban development in Greece make it necessary to build on more solid lines. Hence, instead of building 400 to 500 small houses, as the Office had intended to do, it will now only be able to build 180 houses of a larger size, to contain two families each, with the use of a kitchen garden by both. It will shortly be possible to place thirty-nine houses consisting of two rooms and a kitchen at the disposal of the poorest refugees, and forty-five other houses are in course of construction.

The funds at the disposal of the Office are not, however, sufficient to complete the settlement of the indigent Armenian refugees in Greece. Considerable sums are required for the purpose, which cannot be raised by private charity.

*Russian Refugees in Turkey.*

The naturalisation of Russian refugees proceeded normally in 1937. Most of the refugees have now received their naturalisation papers.
The Office is at present endeavouring to recover the advances made to the refugees to enable them to pay the naturalisation fees. The number of refugees evacuated from Istanbul has diminished. Some of them are still on the Greek island of Syra, while nine have been evacuated to South America (Paraguay) at the expense of the Office. Steps are being taken to obtain residence permits in other countries for the sixteen refugees who have still to be transferred. The Greek Government had only agreed to house these refugees on the island of Syra provisionally and for a period of six months, and as this period has long since elapsed, it is now insisting on their being evacuated. This question is causing the Office grave anxiety.

_Refugees from the Saar._

Thanks to the credit of 200,000 Swiss francs placed at the Office's disposal by the Assembly of the League of Nations, 142 refugees have been evacuated and settled in South America, and a fresh group of sixteen persons is about to leave. Most of the Saar refugees are workmen and miners who have lived in industrial districts, and it has been found that they are not suited to the heavy work of agricultural colonisation or the privations entailed by the life of a colonist. Hence, the recruiting of fresh candidates for South America has had to be tightened up, which has also led to a reduction in the number of refugees leaving for that continent.

In view of this position, the President of the Office has devoted the balance of the credit available to assisting Saar refugees in France either by fitting them for new occupations or in any other suitable manner.

The Office is closely following the activities of the Saar Office in France, which is entrusted with the sale of Nansen stamps and assistance to indigent persons from the Saar.

_Russian Refugees in China._

The position of the various Russian refugees in China has been seriously affected by the present hostilities. The Office is helping, by means of grants, to alleviate as far as possible the hardest cases.
General Assistance to Refugees.

The representatives and correspondents of the Office in Belgium, Bulgaria, China, Czechoslovakia, Danzig, Estonia, France, Greece, Latvia, Lithuania, Roumania, Syria, Turkey and Yugoslavia have continued to afford help to refugees. In the countries which have ratified the 1933 Convention, the favourable results of the application of that Convention may be observed.

The number of cases of intervention in connection with labour permits, the issue and renewal of passports, the placing and evacuation of refugees, the examination of applications for advances and grants, the recovery of funds, supervision of the use made of the funds granted, etc., all of which are supervised by the Central Office, amounted in 1937 to 119,000.


Apart from the seven countries which had already acceded to the Convention on the International Status of Refugees, of October 28th, 1933 (United Kingdom, Bulgaria, Czechoslovakia, Denmark, France, Italy and Norway), Belgium also ratified the Convention in 1937.

Finances.

The funds collected by the Office in 1937 amounted to 780,279.70 Swiss francs. Of that sum, 443,815.45 Swiss francs were obtained from the sale of Nansen stamps, 126,580.05 Swiss francs from repayments by refugees of advances made to them, 80,874 Swiss francs from the surcharge on postage stamps issued in France and Norway, and the balance from various other sources.

During the same period, 520,702.75 Swiss francs were distributed: 184,965.50 Swiss francs as grants to humanitarian organisations and indigent refugees, 141,493.90 Swiss francs as advances to facilitate the employment and settlement of necessitous refugees and 194,243.35 Swiss francs (being half the amount 1

1 The branches of the Office in Germany and Austria have been abolished.
obtained from the sale of Nansen stamps in France) as direct payments to the three distribution Committees (Armenian, Russian and Saar) to be utilised by them as grants in accordance with the Decree of July 16th, 1934.

Of the grant of 200,000 Swiss francs made by the Assembly of the League of Nations for the transfer and settlement of Saar refugees in South America, 103,108.15 Swiss francs had already been used up by the end of 1937.

* * *

Although the efforts made by the Office in 1937 produced appreciable results, it was not found possible to develop the work in a manner corresponding to the needs of the situation. Sad cases are reported daily which the Office is unable to relieve owing to lack of financial resources.

The number of refugees for whom the Office was responsible was estimated in 1935 as being about 1,000,000. A fresh examination of the figures showed that their number did not exceed 700,000 in 1936 and 600,000 in 1937. It may be assumed that the number will not be more than approximately half a million in 1938. Deaths and naturalisation have helped to reduce the number.

III. Refugees (Jewish and Other) coming from Germany.

On the basis of the suggestions contained in the report of Sir Neill Malcolm, High Commissioner for Refugees coming from Germany, the Assembly, at its eighteenth ordinary session, instructed the High Commissioner, in agreement with the Secretary-General, to summon, for the beginning of 1938, an Inter-Governmental Conference for the adoption of an International Convention for the benefit of refugees coming from Germany. On that occasion, it expressed the hope that the Inter-Governmental Conference would adopt a definition of refugees which would permit of the extension to stateless persons coming from Germany of the provisions of Article 1 of the Provisional Agreement of July 4th, 1936.
A Conference was held at Geneva from February 7th to 10th, 1938, to give effect to this resolution. The Conference adopted as a basis of discussion the proposal previously submitted to the Governments for their examination, and drew up on February 10th, 1938, the terms of a Convention which was signed by the representatives of seven Governments—viz., Belgium, the United Kingdom, Denmark, France, the Netherlands, Norway and Spain. This Convention combines the provisions of the Provisional Agreement of July 4th, 1936, relating to the Status of Refugees coming from Germany with those of the Convention of October 28th, 1933, relating to the International Status of Refugees. It differed, however, from the latter Convention inasmuch as it adopted the system of partial acceptance. Under Article 25, the States may limit their obligations to a part only of the Convention, while, at the same time, they may make reservations concerning articles contained in chapters to which their obligations extend.

The Convention must be registered in accordance with Article 18 of the Covenant, and will come into force thirty days after the Secretary-General has received the second ratification or accession.

In the resolution adopted by the Assembly, the High Commissioner is asked to submit to the next session of the Assembly a report on his work for the benefit of refugees coming from Germany.

As regards refugees coming from Austria, the Council, at its hundred-and-first session, was called upon, at the request of France and the United Kingdom, to give a ruling on the question of the desirability of extending the powers of the High Commissioner to cover this new category of refugees.

The Council entrusted the examination of this question to the Committee which it had instructed, during its one-hundredth session, to draw up a plan for assistance to refugees, and, endorsing the conclusions of the Committee, it authorised the High Commissioner to interpret his mandate as applying to refugees coming from Austria until a final decision on the subject had been taken by the Assembly at its nineteenth ordinary session. This decision was communicated for information to the Governments of the United States of America and Brazil.
With a view to extending to the refugees coming from Austria the provisions of the International Agreements relating to the Status of Refugees coming from Germany, the High Commissioner, in agreement with the Secretary-General, submitted to the Governments for their examination an additional draft protocol\(^1\) which might be appended either to the Provisional Agreement of July 4th, 1936, or to the Convention of February 10th, 1938.

\(^1\) See *Official Journal*, July 1938, page 647.
15.

INTELLECTUAL CO-OPERATION.

The present chapter on the work of the Intellectual Co-operation Organisation since the Assembly’s last session only describes work actually in progress. It does not take account of the decisions which will be taken by the International Committee on Intellectual Co-operation at its twentieth session in July 1938.

I. THE SCIENTIFIC STUDY OF INTERNATIONAL RELATIONS.

The International Studies Conference held its tenth annual session in Paris from June 28th to July 3rd, 1937.

This meeting marked the conclusion of the two-year study period devoted to “peaceful change”. The number of national reports submitted to the Conference and the importance of the debates made it necessary to set up an Editorial Board to advise the International Institute of Intellectual Co-operation on the publication of the documentation submitted to the Conference.¹

It has decided to publish four volumes on “peaceful change”. Volume I will be of a general character; Volume II will deal with the question of raw materials; Volume III will deal with the colonial problem; and Volume IV, with population questions. A volume is in preparation on the question of the procedure for “peaceful change”.

There remains the work of the Danubian Group of Economic Experts, which is not yet complete. This work will require

¹ This Board consists of Mr. Malcolm Davis (United States of America), M. Bourquin (Belgium) and M. E. Dennery (France).
two more years. Several publications have appeared, or are in course of preparation, on important factors in the economic life of the Danubian States (foreign trade, prices, statistics and commentaries).

The 1938 Conference.

The eleventh session of the International Studies Conference was held at Prague from May 23rd to 28th, 1938. Two items appeared on its agenda:

The university teaching of international relations;
Progress of the work done with a view to the 1939 Conference.

With regard to the university teaching of international relations, which was the principal subject discussed at the 1938 Conference, studies had already been in progress for the last two years (since the meeting at Madrid in 1936).¹

This question was considered from the following two angles:

Utilisation of the Conference documents for the purpose of teaching;
Teaching of international relations themselves:
(a) What does this teaching mean and what is its particular method?
(b) Academic organisation of this teaching;
(c) Principal obstacles that hinder its development in the universities;
(d) Connection between international law and the scientific study of international relations.

Like the previous Conferences, the 1938 Conference was prepared by the circulation to the national study groups of a plan of work drawn up by the General Rapporteur and by the collection of national contributions in accordance with this plan.

Preparation of the 1939 Conference.

At its tenth session (Paris, 1937), the International Studies Conference chose the following subject for a further two years’

¹ The General Rapporteur on this subject was Sir Alfred Zimmern (United Kingdom).
study period: "Economic policies and peace — reciprocity, regionalism and self-sufficiency in trade policies to-day; their relation to the problem of national security and their effect on economic, financial and political relations between States".

The Conference appointed a Programme Committee and entrusted it with all matters concerning the technical arrangements.

Meeting at the Institute of Intellectual Co-operation on November 5th and 6th, 1937, this Committee drew up a minimum programme of work to be carried out during the years 1938 and 1939. This programme was communicated to the twenty-five national groups and to the five international groups members of the Conference.

II. Social Sciences.

Enquiry into the Use of Machinery in the Modern World.

Initiated in 1937, with the approval of the International Committee on Intellectual Co-operation, the international enquiry into the use of machinery in the modern world is now entering on its decisive phase.

The number of participants, which was fifty-seven in 1937, is now about eighty, divided between thirty-one different countries. The technical management is in the hands of three rapporteur-editors, each of whom is responsible for the coordination of work in his section. Their first meeting took place at the International Institute of Intellectual Co-operation on February 4th, 1938; others will follow according to requirements. More than half the participants have already sent a plan of their projected studies.

Two important factors of success are the participation of the International Labour Office, both from the administrative

---

1 Under the chairmanship of Mr. Malcolm Davis (United States of America). The groups of the following countries were represented: United Kingdom, Czechoslovakia, France, Germany, Hungary, Italy, the Netherlands, Switzerland and the United States of America.

2 M. Robert Lelong, Chairman of the Managing Committee of the Ecole d'Organisation scientifique du Travail, Paris; Professor J. H. Richardson, of Leeds University; and M. Vaclav V. Verunac, Director of the Free School of Political Sciences, Prague.
and technical points of view, and the support of the Advisory Committee of the Institute of Scientific Management. The International Institute of Intellectual Co-operation hopes to be able to collect all the manuscripts in the course of the present year and publish them in volume form at the beginning of 1939. These volumes will also contain the analytical reports of the rapporteur-editors.

**National Directories of Organisations concerned with the Social Sciences.**

Wishing to assist in the development of the social sciences, the International Committee on Intellectual Co-operation has asked the International Institute of Intellectual Co-operation to arrange for the collection in the largest possible number of countries of the material necessary for the compilation of national directories of organisations concerned with research and with the teaching of the social sciences.

These publications should be of the same type as two works which have recently appeared in the United States and France,¹ and which will serve as a model for the other national directories, more particularly in Czechoslovakia, Belgium and the Scandinavian States. The Social Sciences Department of Cape Town University has prepared very detailed material on the teaching of social sciences in the Union of South Africa. In addition, the International Institute of Intellectual Co-operation is in touch with several organisations of overseas countries which will eventually produce similar publications.

**III. Education.**

**Higher Education.**

In the university sphere, three principal tasks engaged the Institute of Intellectual Co-operation, apart from its usual work.

¹ *The Study of International Relations in the United States*, by Dr. Edith Ware, the second edition of which appeared in 1937 under the direction of Professor Shotwell, and *Les sciences sociales en France : Enseignement et Recherche*, specially prepared for the International Congress of Social Sciences, Paris, 1937, under the direction of Professor Bouglé.
(a) It published, under the title "University Problems", the proceedings of the International Conference on Higher Education, which met at Paris in July 1937 and was attended by two hundred professors from forty countries. The studies undertaken by this Conference will be carried on by the Standing Committee on Higher Education, which will meet in future at regular intervals.

(b) The International Bureau of University Statistics, set up two years ago at the Institute, has arranged for a Committee of Experts to meet in 1938 to examine the possibility of developing university statistics and studies concerning the intellectual labour market.¹

(c) Among the most important manifestations in the sphere of intellectual co-operation during the past year, mention should be made of the international "Conversation" for students, which was held at Luxemburg from May 22nd to 25th, 1938.

On the initiative of the Committee of International Student Organisations, which for the past ten years has been formed by the seven principal international associations of university students² within the framework of the Intellectual Co-operation Organisation, the Luxemburg National Committee on Intellectual Co-operation, with the generous assistance of the Government of the Grand-Duchy, had invited some thirty students and young intellectuals belonging to sixteen countries to attend a debate on "University Education: its Aims and Methods", and on the part which the university can play in the education of intellectual élites.

The participants had submitted preliminary memoranda on the various themes of the "Conversation".³ Various conceptions as to the part to be played by the university were expressed during the "Conversation". At the end of the debate, the students' organisations paid a tribute to the Intellectual Co-operation Organisation, which had thus given

¹ The Bulletin Mensuel of the International Institute of Intellectual Co-operation regularly publishes information concerning unemployment among university graduates.
³ This was presided over by Professor N. Braunshausen (Luxemburg), former Minister, assisted by Dr. W. A. Visser t'Hooft (Netherlands), General Rapporteur.
them an opportunity of freely exchanging their views on a subject of great importance to university students taking a serious interest in the future of higher education. The students' committee expressed the hope that further international students' "Conversations" would be organised in future years.

The Luxemburg discussions, which took place in a particularly pleasant atmosphere, will be the subject of a volume which will be published by the International Institute of Intellectual Co-operation.

Revision of School Text-books and the Teaching of History.

During the year, the abundance of material regarding the teaching of history was so great that the Institute devoted to this question a special number of the bulletin Coopération intellectuelle.¹

This number contains supplementary particulars on the agreement concluded between German and French history teachers.² In it will also be found a summary of the work done by the sections of the Norden Association, the full text of the opinion of the Board which awarded the prize for the best Russian history text-book, and extracts from seven reports sent by the National Committees which had selected, in the text-books of their respective countries, the passages which could be cited as being satisfactory. These passages were to deal essentially with controversial subjects.

The Institute is preparing a new work on the revision of school text-books and the teaching of history, as the French edition of the first enquiry (1932/33) is out of print.

The Declaration on the Teaching of History, which came into force on November 24th, 1937, has so far been signed by thirteen Governments.³

---

¹ Coopération intellectuelle, No. 84.
² Published in No. 78/79 of the bulletin.
³ Afghanistan, Belgium, Chile, Colombia, Dominican Republic, Egypt, Estonia, Greece, Iran, the Netherlands, Norway, the Union of South Africa and Sweden.

The Netherlands Government also sent to the Secretariat the text of the Royal Decree of March 2nd, 1938, on the promulgation of this declaration.

The Federal Political Department informed the Secretariat that, the Swiss cantons being sovereign in matters of education, the Federal authorities regretted their inability to sign the Declaration. It emphasised, however, that the principles contained in the Declaration were consistently applied in the cantons.
Publications of the Secretariat and of the Institute concerning Education.

The fourth number of the Bulletin on the Teaching of the Principles and Facts of International Co-operation was published by the Secretariat in December 1937. It contains articles on the rôle of intellectual co-operation in the contemporary world,¹ on the rôle of the cinematograph and of wireless in international relations, and on the teaching of history and geography in a spirit of international co-operation. It describes the work of the League of Nations in different spheres² and the work done by the International Labour Organisation in the sphere of the protection of young workers, particularly as regards the minimum age of admission to employment. It contains a number of official documents on the work of the Intellectual Co-operation Organisation in the matter of education.

The International Institute of Intellectual Co-operation published in 1938 a new edition of the Handbook of National Centres of Educational Information. This contains notes on the constitution and principal activities of the institutions to which the national centres are attached in the different countries. The number of national centres has risen from thirty-three in 1934 to forty in 1938.

The last number of the Bibliographie pédagogique internationale, which, for the last four years, has been published annually, relates to the important books and articles which appeared in 1937. It was prepared in collaboration with thirty-three national centres.

The Institute has published the results of an international enquiry on the co-ordination of secondary education (La coordination des enseignements du second degré). This work deals with the principles of school and vocational selection and guidance and the relative value of the different methods, and then goes on to discuss the factors which determine the co-ordination of secondary education.

¹ By Professor Gonzague de Reynold.
² The problem of raw materials and the League of Nations; the League of Nations and international hygiene; changing aspects of child welfare.
IV. MODERN MEANS OF SPREADING INFORMATION AND INTELLECTUAL CO-OPERATION.

In accordance with the task entrusted to it by the seventeenth Assembly, the Committee on Intellectual Co-operation asked the Advisory Committee on League of Nations Teaching, assisted by the representatives of the broadcasting companies and by experts, to submit suggestions on the use of modern means of spreading information to further mutual understanding among nations.

This Committee met on July 2nd and 3rd, 1937, and expressed opinions which the Committee on Intellectual Co-operation transmitted to the eighteenth Assembly. The latter considered that some of those suggestions deserved to be acted upon.

Broadcasting.

The Assembly decided that the Committee on Intellectual Co-operation should arrange this year for a committee of experts to meet to study last year's suggestions. The Institute of Intellectual Co-operation and the Secretariat had previously approached and consulted broadcasting organisations and experts on the subject. The enquiry referred, among other matters, to the possibility of organising a service of international documentation by wireless in the sphere of international literary and artistic relations; the creation of libraries of gramophone records and the organisation of a service for the lending and exchange of records of a documentary and educational character (folk-music); the possibility of supplying national companies with material on the work of the League of Nations and the main institutions connected with the League, and, lastly, the possibility of granting special facilities to broadcasting reporters proceeding abroad.

The Committee will endeavour to draw up this year a programme of collaboration with the national broadcasting companies. This very far-reaching enquiry will be pursued in 1939.
Cinematography.

The Assembly entrusted very definite tasks in the sphere of cinematography to the International Educational Cinematographic Institute and to the International Institute of Intellectual Co-operation. These tasks related in particular to the utilisation of the cinema to facilitate mutual understanding between peoples and to develop the public taste. The Rome Institute having closed down at the end of 1937,1 the Paris Institute considered the possibility of carrying through, with its own resources, some of the tasks set by the Assembly. It thought that it was by means of an enquiry concerning the development of public taste in regard to the cinema that it could most directly resume touch with the institutions and organisations in various countries which deal particularly with the cinema from the educational, cultural and artistic points of view. This study is of a nature to facilitate the action recommended by the Assembly with a view to arranging meetings between film producers, educators and intellectuals. The enquiry is in progress.

Moreover, the Institute has asked the national centres of educational documentation to supply it with catalogues and lists of educational and instructive films produced in their respective countries. Several of these centres have already responded to this request. The Institute is now in a position to prepare, as regards part of the educational cinematographic production of the world, an international card-index which will provisionally remedy the absence of an international catalogue of documentary and scientific educational films.

V. Scientific Questions.

On July 9th, 1937, an agreement was signed at the Paris Institute which had been under negotiation for several years between the International Council of Scientific Unions and the Intellectual Co-operation Organisation.2

1 See below, page 165.
In virtue of this agreement, the International Council of Scientific Unions will henceforward act as an advisory body for the Intellectual Co-operation Organisation. In this capacity, the latter will consult it on all problems of a scientific character which have been referred to it. Furthermore, the International Council of Scientific Unions will consult the Intellectual Co-operation Organisation on all international matters concerning the organisation of scientific work.

The programme of the Intellectual Co-operation Organisation in the sphere of the exact sciences was defined in the resolutions adopted at a joint meeting of the Executive Committee of the International Council of Scientific Unions and the Committee of Scientific Advisers of the Intellectual Co-operation Organisation,¹ held at Paris on July 9th and 10th, 1937. This programme relates to the better co-ordination of the activities of research workers in the same scientific field, to the co-ordination of the publication of old scientific manuscripts, to the organisation of scientific "Conversations", to such subjects as plant hormones, vitamins, the dual electric layer, etc.

First Scientific "Conversation".

The first scientific "Conversation" was held at Warsaw from May 30th to June 4th, 1938. It had been organised with the generous support of the Polish National Committee on Intellectual Co-operation and of the Polish Government.²

---

² The discussion referred to the following reports:

(1) The need for an indeterminist interpretation of the formal structure of quantum mechanics; the value of the indeterminist proof given by J. von Neumann. Objections to the complete character of the quantum theory. The process of commensuration as a phenomenon sui generis having an indeterminist character (Professor Niels Bohr);

(2) Questions concerning the relationship between quantum mechanics and the theory of relativity (Professor Louis de Broglie);

(3) Limits of the applicability of the present system of theoretical physics (nature of elementary particles, action of high-power particles). Difficulties bound up with the quantum theory of the electro-magnetic field (Professor Kramers);

(4) Problem of the individuality of elementary particles and its relation to quantum statistics and the Pauli postulate (Professor L. Brillouin);

(5) Cosmological applications of the quantum theory (Sir Arthur Eddington);

(6) Positivist and realist trends in the philosophy of physics (Professor Paul Langevin).

In addition, Professors O. Klein and Milne respectively prepared supplementary
Co-ordination of Research Activities in the Same Field of Science.

Study Meeting on Phytohormones. — In collaboration with the International Union for Biological Sciences, the Institute was able to organise at Paris on October 1st and 2nd, 1937, a first meeting for the study of phytohormones. The Committee of Specialists 1 discussed the chemistry of phytohormones and other growth substances; phytohormones in the various groups of plants; the problem of phytohormones and metabolism; the relations of phytohormones to stimulating substances and irritability of plants; the action of phytohormones on growth, cell division and the genesis of organs.

Publication of Old Scientific Works. — A second study meeting was organised at Prague on December 3rd and 4th, 1937, in co-operation with the International Council of Scientific Unions and the Czechoslovak Research Council. This meeting was devoted to the study of the possibilities of publishing old scientific manuscripts. 2

Physico-chemical Methods of determining Molecular and Atomic Weights of Gases. — A third study meeting took place on December 17th and 18th, 1937, at Neuchâtel, in collaboration with the International Union of Physics. It was held in the laboratory of Professor Jacquerod, who took the chair. The purpose was to arrive at an agreement on the best methods of studying this problem, which is under discussion between the universities of Leeds (represented by Professor Whytlaw-Gray) and Madrid (represented by Professor Moles).

Two reports served as a basis for discussion, the first on the
method of marginal pressures and the second on the method of marginal densities. The discussions also referred to the interpretation of the results obtained and to the improvement of the methods studied.¹

Co-ordination of Science Museums.

The Institute continued in 1937/38 to concern itself with the co-ordination of science museums and with the monthly publication of the bulletin dealing with these museums.²

VI. ARTS, ARCHAEOLOGY AND ETHNOLOGY.

Work of the International Museums Office.

Protection of Monuments and Works of Art in Time of War. — This question was officially referred to the International Museums Office as a result of a recommendation by the Sixth Committee of the 1936 Assembly. A report³ was submitted to the International Committee on Intellectual Co-operation, which approved the holding of a conference of experts at which the various aspects of the problem should be studied by jurists and soldiers. A draft Convention was prepared; it will be submitted to the International Committee on Intellectual Co-operation and the Council and Assembly of the League of Nations with a view to a possible consultation of Governments.

International Convention on the Protection of National Artistic and Historical Possessions. — This problem has been under consideration since 1933. A draft Convention has been framed and there have been two consultations of Governments regarding it. The 1937 Assembly and the Council at its session of January 1938 approved, in principle, the holding of a diplomatic conference to conclude this Convention. The conference has, however, been postponed with a view to supplementary studies.

¹ This meeting was attended by Professor Jacquierod (Neuchâtel), Professor Whytlaw-Gray (Leeds), Professor Cawood (Leeds), Professor Lepape (Paris), Professor Klemenc (Vienna), Professor Moles (Madrid), Professor Keesom (Leyden) and Professor Timmermans (Brussels).
² Les Musées scientifiques, a bilingual bulletin (in French and English) which contains information on the different activities of the scientific museums and their staff, acquisitions and transformations of these museums, and the various scientific missions which concern them.
³ By Professor Charles De Visscher, legal expert.
International Charter concerning Antiquities and Excavations. — The Final Act of the International Excavations Conference, organised by the International Museums Office at Cairo in March 1937, was approved by the Assembly on September 30th, 1937, and recommended to Governments for their guidance in legislating on the subject of antiquities and excavations.¹

The International Museums Office has also provided the secretariat for the other services of the International Institute of Intellectual Co-operation dealing with art and archaeology — namely, the International Commission on Historical Monuments, the International Office for Institutes of Archaeology and History of Art, the International Committee for Folk Arts and the International Studies Centre for Architecture and Town Planning.

Lastly, it should be mentioned that, in 1938, a new periodical appeared under the title Research, which will study in the international sphere the fundamental problems of research in art, archaeology and ethnology.²

VII. RULES FOR INTERNATIONAL COMPETITIONS IN ARCHITECTURE AND ASSOCIATED ARTS.

This question, which the International Committee on Intellectual Co-operation has been called upon to consider on several occasions, arose out of a request made by the United Kingdom Government to the Council of the League of Nations (February 1933) concerning the preparation of rules for international competitions in architecture.

In 1936, the International Committee on Intellectual Co-operation adopted a resolution for summoning a Committee to be entrusted with the preparation of a model set of rules for such competitions. On that occasion, it intimated that, in its opinion, it was not desirable to provide in the said rules for the

² Other publications of the International Museums Office: the review Mouseion, a series of forty-four volumes and over eighty special supplements; a handbook on the preservation of paintings, for the use of museum curators; a treatise on the technique of archaeological excavations, for the use of administrations of antiquities and archaeological institutes, and a compendium of comparative legislation on ancient monuments. These publications may be obtained from the International Institute of Intellectual Co-operation, 2, rue de Montpensier, Paris.
creation of a permanent organisation to supervise international competitions.

A Drafting Committee, set up by the International Committee on Intellectual Co-operation, met in Paris on April 6th and 7th, 1938. Its report will be submitted to the International Committee at its plenary session in July, and will be transmitted by the latter to the Council of the League of Nations.

The draft contains provisions on the aim and scope of the regulations, the organisation and publicity of competitions, the giving of prizes, rewards and compensation, the organisation and working of the juries, and the settlement of disputes. This draft has not the character of rules strictly so called; it is sufficiently elastic to be adaptable to particular circumstances and to meet the various requirements inherent both in the geographical situation and in the respective traditions, customs and needs of the various countries.

VIII. LITERARY COLLECTIONS.

The literary collections of the International Institute of Intellectual Co-operation aim at extending the international diffusion of the principal classics of the different countries by publishing French or English translations. They are due to the generosity either of Governments or of intellectuals in the countries concerned.

Ibero-American Collection.

The Publication Committee of this Collection met at the Institute on December 19th, 1937. Negotiations are in progress with the Department of State for National Education of Cuba with a view to the publication of a work dealing with "Cuban Musical Folklore".

Two new volumes appeared in the first half of 1938: "Traditions péruviennes",¹ by Ricardo Palma, with a preface by Clemente Palma, and "Folklore chilien",² with a preface by Mlle. Gabriela Mistral.

¹ A picturesque, dramatic or humorous chronicle of old Peru.
² The texts were selected and translated by Georgette and Jacques Soustelle. The volume contains Araucan tales and poems and Chilian narratives of Spanish origin.