the demand of the traffic continued to be met, except perhaps for raw opium and prepared opium. During the later months of 1938 there were many indications in several areas of an appreciable curtailment of the supply of narcotics available for the illicit traffic. In Canada, the number of convictions remained stationary. In France, the number of arrests has been increasing for several years, which indicates the energetic steps that are being taken to suppress the illicit traffic.

The tendencies noted last year as regards sources of supply and the disposal of products in the illicit traffic have in general been maintained. Heroin seizures in the United States, particularly in the Atlantic coast area, show that Europe continues to be the base for the introduction of contraband heroin. Large seizures in France indicate that that drug maintains its popularity with addicts. Generally speaking, the figures show that there has been no reduction in the quantity of heroin seized, whereas there was a decline in the amount of morphine and cocaine found in the illicit traffic.

The number of seizures made and the drastic character of the punitive measures taken indicates the determination of Governments and police forces to make their co-operation even more effective.

In the Balkans, cases of clandestine manufacture continue to be reported. Palestine, one of the channels for the illicit traffic into Egypt, has also been used in one case, at any rate, as a transit point for the United States.

There is still a lack of precise and complete data as to the position in China. The Shanghai Municipal Council reports that Shanghai has become a distributing rather than a manufacturing centre. Foreigners engaged in the international traffic in Shanghai are closely watched by the authorities of the Settlement. In many cases their source of supply seems to be Tientsin.

The situation at Hong-Kong remains serious. That city appears to be a point where the lines of communication of the illicit traffic in the direction of the United States and Europe converge.

V. Situation in the Far East

After hearing statements on the subject of drug-addiction and illicit traffic in the Far East, and examining in detail the situation in that part of the world, the Advisory Committee observed with regret that, according to those statements, the
situation seemed to be still as serious as it was when, by its 1938 resolution, the Committee brought it to the notice of the Japanese and Portuguese Governments—without receiving a formal reply in regard to the specific questions raised.

The Committee noted, however, with satisfaction, the Portuguese representative's statement that the Head of the Portuguese Government, in response to the appeal made by the Committee at its 1938 session, had immediately ordered a thorough official enquiry to be made into the situation at Macao, and that the results of this enquiry would be communicated to the Committee.

It proposed that the text of the Minutes, together with the relevant passage in its report to the Council on the situation in the Far East, should be communicated to Governments. In this report¹ will be found the important statements made by the representatives of China, the United States of America, and Portugal, and the views expressed by the other members of the Committee in connection with the situation in the Far East.

VI. DRUG ADDICTION

Some years ago the Advisory Committee recommended the despatch of a questionnaire to Governments concerning the question of drug addiction. A study by the Secretariat² of the replies received from Governments was laid before the Committee at its twenty-fourth session. The first part of this study contains a comparative survey by continents of the replies received on the extent of addiction, and deals with establishments for the treatment of addicts and with the problems raised by the replies received from Governments. The second part summarises the various replies and analyses the information on addiction found in the annual reports.

This study shows that the Advisory Committee does not at present possess sufficient data on the amplitude of the problem of addiction, on its real extent and on the quantities of drugs consumed annually by addicts. The gravity of the problem varies in different continents and in different countries. It also presents a different aspect according to whether addiction is due to manufactured drugs or prepared opium. The centralisation of information might help future enquiries, and in its

¹ Document C.202.M.131.1939.XI.
² Document O.C.1769.
study the Secretariat quoted by way of example the following measures taken by certain countries:

(1) Compulsory notification by the doctor of cases of drug addiction to a central authority;
(2) Registration of drug addicts;
(3) Compulsory or voluntary treatment of drug addicts.

The Committee's discussion revealed two distinct schools of thought, the one regarding the addict as a sick person and the other as a delinquent.

According to the adherents of the first school of thought, drug addiction is a chronic social disease. Its treatment should therefore be adapted to its peculiar character. Hospital treatment cannot provide for more than a very small percentage of all addicts, and does not fulfil the need for prolonged treatment under proper supervision. Social hygiene dispensaries with visiting nurses might perhaps be set up. This system would have the advantage of enabling a larger number of addicts to be treated without removing them from the everyday life of the community.

For those to whom the drug addict is a delinquent, addicts can only be adequately treated in in-patient establishments. This is the method employed in the United States—a method whereby, with international co-operation, police control is allied to medico-social efforts.

In conclusion, the Committee decided to draw the attention of Governments to the discussion on drug addiction, and to request them to forward any observations they might wish to make or fresh information they might possess on this question. It also instructed the Secretariat to carry out a comparative study of the legal and practical standpoint taken at present in the various countries regarding drug addiction and the addict, this study to include both addiction to manufactured drugs and addiction to prepared opium.1

The Committee also noted with great interest the work done by the Health Committee on the question of codeine addiction. Before examining this problem anew, the Committee wishes to await the results of the consultation with the Permanent Committee of the Office international d'hygiène publique at Paris, for which the Health Committee has asked. That consultation

1 In carrying out this task the Secretariat will have recourse to official sources of information and to scientific studies, and will have power to consult experts, who, so far as countries represented on the Advisory Committee are concerned, will be selected in agreement with the respective members of the Committee.
relates to the question of the harmfulness of codeine as a drug liable to produce addiction, as well as to the international preventive measures which might ultimately be considered desirable, account being taken of the fact that codeine is already subject to certain provisions of the 1925 and 1931 Conventions.

The Advisory Committee learned that at its thirtieth session, May 1939, the Health Committee had adopted the following resolution:

"The Health Committee,
"Having considered the report of the Permanent Committee of the Office international d’hygiène publique:
"Notes that desomorphine (dihydrodesoxymorphine) is liable to produce addiction;
"And consequently informs the Council of the League of Nations of this fact and recommends that the provisions of the Geneva Opium Convention of 1925 shall be applied to desomorphine;
"And, in virtue of Article 11 of the 1931 Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, brings the above to the notice of the Secretary-General of the League of Nations."

The Advisory Committee thus noted that desomorphine came automatically within the scheme of Article 11 of the Convention of 1931.

Some members of the Committee pointed out that the drug had certain therapeutic properties which did not appear to justify the immediate prohibition—urged by other members—of manufacture until a more exhaustive examination had been made to enable its importance from a medical standpoint to be ascertained. The Advisory Committee recommended in consequence that an extract of its report to the Council should be communicated to Governments.

VII. QUESTIONS RELATING TO INDIAN HEMP (CANNABIS)

The Advisory Committee adopted a report from its Sub-Committee on Cannabis which provides the basis for three important enquiries, the results of which should enable the Committee in due course to submit to Governments recommendations for practical action in the campaign against cannabis addiction.

These enquiries will relate: (1) to the question of the intoxicating or non-intoxicating character of hemp-seeds; (2) to
the resin content of the various kinds of hemp coming from the different parts of the world where this plant is grown, in order to ascertain whether such cultivation is a danger from the point of view of addiction; (3) to the effects of cannabis addiction.

The discussion of the report of the Committee’s expert, Dr. J. Bouquet, on the question of cannabis addiction as a whole provided an opportunity of estimating the results already achieved, and of laying down the lines of the Committee's future activities. Accordingly, the present session has marked an important stage in the evolution of this problem.

VIII. CONVOCATION OF A CONFERENCE FOR THE ADOPTION OF AN ADDITIONAL PROTOCOL TO THE 1931 CONVENTION TO EXTEND CERTAIN PROVISIONS OF THAT CONVENTION TO DIHYDROCODEINE AND ITS SALTS

At its twenty-second session, the Advisory Committee took note of a draft supplementary Protocol designed to bring paracodine under the provisions which the Limitation Convention applies to codeine. In a letter dated February 19th, 1938,1 the Secretary-General communicated this draft Protocol to Governments for their observations.

On January 16th, 1939 (hundred-and-fourth session), the Council took note of the report of the representative of Greece, Rapporteur, informing it that the great majority of the replies received by the Secretariat were in favour of the draft Protocol, although in the opinion of certain Governments it required amendments of form. The Rapporteur also informed the Council that certain Governments had suggested that the term “paracodine” should be replaced by the scientific term “dihydrocodeine (of which the substance registered under the name of paracodine is a salt)”, and other Governments that the Protocol should also cover the salts of that substance.

In view of the Government’s observations and the Council’s decisions, the Secretariat drew up a new draft Protocol, which it submitted to the Advisory Committee at its twenty-fourth session. The Committee adopted the draft Protocol generally, with certain amendments, subject to possible modifications of a juridical nature, and submitted it to the Council at its session in May 1939, requesting the Council to communicate it as soon as possible to Governments so as to enable them to study it

1 C.L.20.1938.XI.
before the date of the Conference, which has been fixed for October 2nd, 1939.

The Council, at its meeting of May 26th (hundred-and-fifth session), decided that this new text of the draft Protocol should serve as a basis for the work of the Conference, and instructed the Secretary-General to submit it to Governments as soon as possible.

B. WORK OF THE SUPERVISORY BODY

The Supervisory Body communicated to Governments on November 23rd, 1938, its statement of the estimated world requirements of dangerous drugs in 1939.1

In drawing up the statement for 1939, which contains data for 177 countries and territories (colonies, dependencies, protectorates, mandated territories, etc.), the Supervisory Body had to examine the estimates relating to sixty-seven countries and 102 territories. In addition, it established estimates itself for five countries and three territories which had not forwarded their own.

An encouraging feature of the progress achieved by the Supervisory Body at its recent sessions is the increase in the number of countries supplying their own estimates. In 1933 only forty-five countries had furnished estimates, whereas in 1938 the figure had risen to sixty-seven. The same progress may be observed in the case of territories: in 1933 estimates were supplied by eighty-three territories, and in 1938 by 102.

Conversely, the number of countries and territories for which the Supervisory Body had to prepare estimates has steadily decreased; from fifty-four in 1933 (twenty-three countries and thirty-one territories), it had fallen in 1938 to eight (five countries and three territories).

A second proof of the progress achieved is to be found in the manner in which estimates are submitted by Governments. The greater part of these estimates and of the accompanying explanations are prepared with the greatest care. In its statement for 1939, the Supervisory Body observed that, particularly in regard to the Latin-American countries, the position had improved considerably. Only one Latin-American country failed to submit its estimated requirements of drugs for 1939. The Supervisory Body attributes this improvement largely

to the influence of the League Secretariat mission sent to those countries in the spring of 1938.

A third indication of the improvement in the situation is the fact that estimates more and more closely correspond to the statistics. Governments are increasingly endeavouring to bring their estimates down to the level of real requirements. Whereas the excess of the figures concerning the conversion of morphine into other drugs was 53% in 1934 (the first year of full application of the Limitation Convention), it had fallen to 12% in 1937.

The Supervisory Body examines the estimates furnished by Governments for the purpose of preventing excessive estimates, and it is therefore entitled to ask for such information and particulars as it considers essential to enable it to obtain complete estimates or to clear up any particular point. In 1938 the Supervisory Body considered it necessary to ask for additional information or explanations from nine countries in respect of their estimates for 1939. In this sphere also there has been a very marked improvement, for in 1934 the Supervisory Body had to ask for information of this kind from twenty-eight countries.

C. PERMANENT CENTRAL OPIUM BOARD

The Board held its usual meetings in August and November 1938 and April 1939.

The annual report for 1937\(^1\) is of special interest because it reviews the progress made during the past ten years. It shows that, year by year, the escapes into the illicit traffic of drugs manufactured by licensed factories have grown fewer and have all but ceased. Unfortunately, this cannot be said of raw materials and especially opium. In general, however, it may be said that the 1925 and 1931 Conventions have reduced the amounts of drugs manufactured in licensed factories to the amounts needed throughout the world for medical and scientific requirements. The report mentions as the chief danger which threatens future work the political changes that are taking place. It is anxious that the great advance made in the international control of narcotics should not be endangered by political disagreements.

These are general considerations. The details of work done during the past decade reveal a great increase in range and complexity. At the beginning, the Board dealt with one Convention

\(^1\) Document C.482.M.325.1938.XI.
with twenty-seven parties. Now it acts under two Conventions with sixty-three parties adhering to one or the other, apart from a hundred colonies and dependencies. The statistical reports have risen from 1,021 to 1,531. They constitute a body of worldwide information at once detailed, accurate and regular, allowing of comparisons between one country and another and one year and another on a complicated subject bristling with scientific, administrative and legal difficulties.

A summary of the decade’s statistics of morphine and its principal derivatives is also encouraging. The manufacture of all those drugs liable to the most dangerous abuse—morphine (unconverted), diacetylmorphine and cocaine—fell in the early years; and during the last few years of the decade it has been more or less stable. On the other hand, the manufacture of less dangerous drugs—codeine and ethylmorphine—has shown a tendency to rise. Thus it may be claimed that the efforts of Governments, the Board and other international bodies have not only reduced the legitimate manufacture to medical and scientific requirements, but, within that manufacture, have also been successful in restricting those substances which present the greatest danger.

The report contains, as usual, detailed figures of the manufacture, stocks, consumption and seizures in the previous year. The most striking fact is a heavy increase in stocks of morphine and codeine—probably due to the fear of war. One other point deserves special mention. For some time, the Board has been gravely concerned at the situation in Macao. At its request, the Prime Minister of Portugal readily instituted an enquiry, the results of which—the Board is glad to learn—will be available shortly.

The full statistics of all Governments for any one year are not ready for publication until the late autumn of the following year. This is a long interval; and, as an experiment, the Board intends this year, if possible, to send to the Council just before the meeting of the Assembly, in addition to the full report which appears in December, a short report stating, so far as they are available, the provisional figures for the previous calendar year, together with some comments.
INTERNATIONAL ASSISTANCE TO REFUGEES

I. REORGANISATION OF REFUGEE WORK

In accordance with the previous Assembly resolutions on the question, the International Nansen Office for Refugees and the Office of the High Commissioner for Refugees coming from Germany were to be wound up as from December 31st, 1938. The Assembly, at its nineteenth ordinary session, had to take a decision regarding the future of refugee work.

After examining a number of proposals, the Assembly decided to appoint a High Commissioner of the League of Nations to deal with refugees hitherto coming under the Nansen International Office and the Office of the High Commissioner for Refugees coming from Germany.

The High Commissioner's duties were defined as follows:

(a) To provide for the political and legal protection of refugees, as entrusted to the regular organs of the League by paragraph 3 of the Assembly's decision of September 30th, 1930;

(b) To superintend the entry into force of the application of the legal status of refugees as defined more particularly in the Conventions of October 28th, 1933, and February 10th, 1938;

(c) To facilitate the co-ordination of humanitarian assistance;

(d) To assist the Governments and private organisations in their efforts to promote emigration and permanent settlement.

In the performance of his duties, the High Commissioner was instructed to keep in close touch with the Governments concerned and the competent official bodies, to maintain relations with the Intergovernmental Committee in London and to establish contact with private organisations dealing with refugee questions.

It was decided that the High Commissioner should be assisted by a Deputy High Commissioner and a small staff. He would consult the Governments of the principal countries of refuge as to the need for appointing representatives therein, and,
should they agree, he would appoint to those countries representatives approved by them.

The grant from the League of Nations, fixed by the Assembly year by year, would be appropriated for the High Commissioner's administrative expenses, but he was authorised to accept funds from Governments or private sources and also any sums that might be offered to him by the Nansen International Office for Refugees. While not himself directly providing assistance to refugees, he might allot funds among private organisations and official bodies.

It was decided that the High Commissioner and his organisation should have their headquarters in London.

Sir Herbert Emerson, G.C.I.E., K.C.S.I., C.B.E., was appointed High Commissioner for a period of five years as from January 1st, 1939.

II. Co-operation with the Intergovernmental Committee set up by the Evian Conference (July 1938)

In a letter dated February 16th, 1939, Earl Winterton, Chairman of the Intergovernmental Committee, invited Sir Herbert Emerson, on behalf of that Committee, to accept the office of Director of the Committee, a post which had fallen vacant as a result of Mr. Rublee's resignation.

According to the terms of this invitation, it was understood that Sir Herbert Emerson would devote his best efforts to carrying out the two mandates entrusted to him, so that the activities of the Office of the Intergovernmental Committee and the refugee services of the League of Nations would be complementary, while remaining distinct. After consultation with the Secretary-General of the League of Nations, Sir Herbert Emerson, in a letter dated February 17th, 1939, accepted the appointment in an honorary capacity.

In so doing, he considered that his acceptance would not only be in accordance with the spirit of the directions of the Assembly but would also enable him to give effect to its intentions in a very practical and effective manner. The entity of the Intergovernmental Committee would be kept quite distinct from that of the refugee organisation of the League, and his duties as Director would be performed in his personal capacity and not as High Commissioner of the League.

The vesting of the two functions in the same person has ensured close co-operation between the two organisations in accordance with the Assembly's wishes.
III. EXTENSION OF THE HIGH COMMISSIONER'S FUNCTIONS TO REFUGEES COMING FROM THE TERRITORY WHICH FORMERLY CONSTITUTED AUSTRIA

As regards refugees coming from the territory which formerly constituted Austria, the Council of the League of Nations, in a resolution dated May 14th, 1938, authorised the High Commissioner of the League of Nations for Refugees coming from Germany to "interpret his mandate as applying to refugees coming from Austria until a final decision had been taken by the Assembly at its next session". At its nineteenth session, the Assembly confirmed this decision, so that the High Commissioner’s mandate is to be interpreted as also applying to this category of refugees.

The Secretary-General had forwarded to the Governments, in agreement with the High Commissioner for Refugees coming from Germany, a draft Additional Protocol for the purpose of including this category of refugees in the Provisional Arrangement of July 4th, 1936, and the Convention of February 10th, 1938, regarding the status of refugees coming from Germany.

It was later proposed to substitute for the original draft a new draft prepared by the United Kingdom Government. This draft was also communicated to the Governments for their observations.

The replies received show that, although certain Governments are not in a position to sign the Protocol, the text itself has not given rise to any objection or criticism. In these circumstances, the High Commissioner and the Secretary-General, after consulting the United Kingdom Government, considered that it would be desirable to open the Protocol for the signature of Governments.

In a letter dated April 6th, 1939, the Secretary-General, in agreement with the High Commissioner, submitted to Governments certain suggestions regarding the procedure to be followed with a view to the signature of the Protocol.

IV. EXTENSION OF THE HIGH COMMISSIONER'S FUNCTIONS TO REFUGEES COMING FROM SUDETENLAND

At the request of the Governments of France and the United Kingdom, the Council decided (hundred-and-fourth session,

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January 17th, 1939) to extend the High Commissioner’s functions to refugees coming from the territory known as the Sudetenland, subject to a final decision being taken by the Assembly at its next session.

The Council further instructed the High Commissioner to submit to the next Assembly a report on the situation in this respect and on the results of his consultations with Governments, in conjunction with the Secretary-General, concerning the application of the Convention of February 10th, 1938, and of the Arrangement of July 4th, 1936, to these refugees.

In order to give effect to this decision, the Secretary-General, on February 24th, 1939, transmitted a note by the High Commissioner to Governments for their observations.\(^1\)

V. LIQUIDATION OF THE NANSEN OFFICE

In accordance with the resolution adopted by the nineteenth Assembly, the Nansen International Office went into liquidation as from December 31st, 1938. The accounts, as far as the administrative budget of the Office is concerned, were closed on that date with a surplus of 44,624.25 Swiss francs.

In accordance with the suggestion contained in the report adopted by the nineteenth Assembly, the Governing Body of the Office appointed its Chairman, Judge Michael Hansson, as liquidator. M. Hansson will submit an annual report and a final report to the members of the former Managing Committee and Finance Commission. These reports will be communicated to the Secretary-General, who will transmit them to the Members of the League of Nations.

The Nansen Office had the great honour to be awarded the Nobel Peace Prize for 1938. At a solemn ceremony held at the Nobel Institute at Oslo on December 10th, 1938, M. Michael Hansson received the insignia of the Peace Prize and the prize itself, amounting to 155,077.20 crowns, on behalf of the Office.

The Nansen Office was much gratified to find that the Committee’s choice had met with general approval, not only among the public but also among bodies and institutions interested in refugee work, and that their congratulations were accompanied by testimonies of appreciation and gratitude for the efforts made by the Office to perform the task entrusted to it.

The large contribution provided by the Nobel Prize enabled the Governing Body of the Office, before the end of the year,

to make a special distribution of grants to refugees, amounting to 77,925 Swiss francs. The balance was paid into the Humanitarian Fund.

In accordance with the decision adopted by the Governing Body of the Office, the balance of the Humanitarian Fund, amounting to over 450,000 Swiss francs, was placed at the disposal of the High Commissioner for Refugees. During the last year of its work, the Nansen Office was able to distribute a sum of about 530,000 Swiss francs in the form of advances and grants.

Since January 1st, 1939, the work on behalf of refugees previously in the hands of the Nansen Office or the Office of the High Commissioner for Refugees coming from Germany has been carried on normally, although a certain number of difficulties have arisen on account of the international situation. The special activity displayed in this sphere by the new High Commissioner will be brought to the Assembly’s knowledge in the report which he has been instructed to draw up in accordance with the nineteenth Assembly’s resolution.

On the other hand, Judge Hansson will submit a report to the Assembly on the activities of the Nansen Office during the last six months of 1938.
INTELLECTUAL CO-OPERATION

The Intellectual Co-operation Organisation has developments to record in several fields, particularly those of collaboration with scientific organisations, the educational cinematograph and the national committees on intellectual co-operation.

The most important event was the holding of the diplomatic conference which met at Paris in December 1938 to adopt an International Act concerning the International Institute of Intellectual Co-operation in Paris.

I. NATIONAL COMMITTEES ON INTELLECTUAL CO-OPERATION

One of the results of the General Conference held by the national committees on intellectual co-operation in Paris from July 5th to 9th, 1937, was to convince both the International Committee and the Institute and also the national committees themselves of the latters' importance. The national committees indeed constitute the strongest link between national opinion in each country and the central organs of intellectual co-operation.

The General Conference had signified the importance it attached to regional conferences on intellectual co-operation. Two such regional conferences were held during the year: the fourth Conference of National Committees on Intellectual Co-operation of Baltic and Northern States (Riga, November 14th and 15th, 1938) and the First Conference of American National Committees on Intellectual Co-operation (Santiago de Chile, January 6th to 12th, 1939).

Fourth Conference of National Committees on Intellectual Co-operation of Baltic and Northern States.

The national committees of Denmark, Estonia, Finland, Latvia, Lithuania, Norway and Sweden sent representatives to this conference.¹

¹ The Secretary-General of the League of Nations and the Institute of Intellectual Co-operation in Paris were represented at the Conference.
The Conference was solemnly inaugurated by M. V. Munters, Minister for Foreign Affairs, and M. S. Auskap, Minister of Education, of Latvia. The delegates of the seven national committees submitted full accounts of the latters' work, also bringing out the various aspects of Baltic and Northern intellectual interchanges. The Conference considered the means of establishing still closer collaboration between the different committees, and between them and the Institute of Intellectual Co-operation. One of the resolutions adopted on this occasion referred to the preparation of brief summaries of the history of the various countries of the regional group.


The initiative in the matter of this conference had been taken by the Chilian Committee on Intellectual Co-operation. Its proposal was approved by the Assembly of the League of Nations, which, at its nineteenth session, in September 1938, expressed its warmest wishes for the success of the Conference.¹

Twenty national committees or countries were represented.²

The Conference was opened on January 6th, 1939, in the Hall of Honour of the Chilian Congress, under the presidency of Señor Pedro Aguirre Cerda, President of the Republic, in the presence of the Ministers for Foreign Affairs and National Education and many other distinguished persons. It was subsequently presided over by Señor Juvenal Hernandez, Rector of the University of Chile.

The Conference's agenda, drawn up on the basis of the suggestions of the Secretariat and the Institute, dealt, inter alia, with the activities of the national committees on intellectual co-operation constituted in the American States and the formation of new committees in the countries of both continents where none so far existed ; with the examination of the activities of the Intellectual Co-operation Organisation which more particularly concerned the American countries (Ibero-American Collection, scheme for a historical and ethnographical collection on the origins of American civilisation, etc.) ; with the universal

¹ The Assembly voted a credit of 10,000 Swiss francs to provide the necessary funds for the organisation of the Conference. This sum covered all the expenses of the Conference.
² United States of America, Argentine Republic, Bolivia, Brazil, Canada, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, Guatemala, Haiti, Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay and Venezuela.
charter of authors' rights; and, lastly, with America's mission in the intellectual field as a factor in the organisation of peace.

The Conference's work was mainly carried on in committees and sub-committees. Its results were embodied in a Final Act which contained fifty-one resolutions and was signed on January 12th, 1939, by all the delegations present.

These resolutions covered some of the most important questions at present dealt with by the Intellectual Co-operation Organisation.

As regards authors' rights, the national committees called upon the American Governments to state their views on the draft Conventions prepared at Montevideo and Paris, to send representatives to the Brussels Conference and, pending the adoption of a universal charter of authors' rights by the Brussels Conference, to improve their national legislations as much as possible.

The Conference noted with satisfaction the results of the diplomatic conference held at Paris from November 30th to December 2nd, 1938, which led to the conclusion of an International Act concerning intellectual co-operation.

The Conference congratulated the International Committee on Intellectual Co-operation and the Institute on the publication of the Ibero-American collection based on translations of some of the most outstanding works of American literature. It emphasised the importance of this collection from the point of view of mutual knowledge between peoples. Lastly, it requested the Institute to consider the possibility of publishing the collection in languages other than French, and expressed the opinion in particular that a translation from the original into English would be most desirable.

The other resolutions adopted by the Conference are of a predominantly inter-American character, and deal with the preparation of a pacifist handbook of American history, the commemoration of outstanding personalities in the field of American culture, the publication of an inter-American review, etc.

*International Act concerning Intellectual Co-operation.*

At its session in May 1938, the Council of the League of Nations decided to hold a diplomatic conference for the conclusion of an International Act concerning intellectual co-operation, and entrusted the French Government with the task of convening and organising it.
In accordance with this resolution, the French Government invited the Governments of the States Members of the League of Nations and of non-member States to take part in this Conference, the opening of which was fixed for November 30th, 1938.¹

The Conference had to consider a draft International Act prepared by the International Committee on Intellectual Co-operation on the basis of the recommendations of the Second General Conference of National Committees. The purpose of this Act was, first, to strengthen the legal and financial position of the International Institute of Intellectual Co-operation, and, secondly, to promote the constitution and development of national committees on intellectual co-operation. It enumerated the principal ways in which the Governments might afford moral and material support to the International Institute of Intellectual Co-operation.

In the light of this draft, the Conference drew up an International Act, which is based on the following three fundamental ideas:

1. The Contracting Parties note that the work of intellectual co-operation is independent of politics and based entirely on the principle of universality.

2. The national committees on intellectual co-operation shall act, in their respective countries, as centres for the development of the work of intellectual co-operation on both the national and international planes, and for this purpose the Institute of Intellectual Co-operation should keep in close contact with the national committees and assist them with its effective collaboration.

3. Each of the Contracting Parties undertakes to grant the International Institute of Intellectual Co-operation an annual financial contribution in units of 750 gold francs. They recognise, moreover, the legal personality of the Institute. In order to give full effect to this undertaking, Article 6 of the Act provides that the Government delegates of the Contracting Parties shall hold an annual meeting

¹ The Governments of the following countries were represented: Union of South Africa, Albania, Argentine Republic, Belgium, Brazil, Chile, China, Colombia, Costa Rica, Cuba, Czecho-Slovakia, Denmark, Dominican Republic, Ecuador, Egypt, Estonia, Finland, France, Greece, Guatemala, Haiti, Iran, Iraq, Ireland, Latvia, Lithuania, Luxemburg, Mexico, Monaco, Netherlands, Norway, Panama, Paraguay, Peru, Poland, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, Turkey, Uruguay, Venezuela, Yugoslavia. The United States of America, the United Kingdom of Great Britain and Northern Ireland, Bulgaria, Hungary and Japan sent observers to the Conference.
to examine in common all questions relating to the financial and administrative working of the Institute and the use of the funds placed at its disposal.

Under Article 7, the Governments represented at the Conference were given until April 30th, 1939, to sign the Act. By May 1st, thirty-seven Governments had availed themselves of this right.¹

At its hundred-and-fourth session (January 1939), the Council of the League of Nations noted the results of the Conference and decided to transmit the International Act and the Final Act to the International Committee on Intellectual Co-operation.

II. MODERN MEANS OF SPREADING INFORMATION

Cinematograph.

Having been called upon to carry on certain of the tasks of the International Educational Cinematographic Institute of Rome, which closed down on December 31st, 1937, the International Institute of Intellectual Co-operation took steps to set up an organisation of information and international liaison in the field of the cinema. It welcomed the creation, notably in the Argentine Republic, Switzerland, the Union of South Africa and the United States of America, of new national cinematograph centres, which it regarded as valuable points d'appui.

The Institute undertook an enquiry into what is being done in the various countries to assist in the education of public taste and thus to influence the intellectual and artistic level of production. This enquiry is already far advanced.

Another enquiry is in progress relating to the compilation of a catalogue of films of study and scientific research, which are little known to the public. The enquiry has shown that there are films of this kind even in countries where any other form of local cinematographic activity is practically non-existent.

The Institute has also gone into the question of compiling an international catalogue of educational and instructive films of a general character.

At its hundred-and-first session (May 1938), the Council, on the initiative of the United Kingdom Government, took steps

¹ Union of South Africa, Albania, Argentine Republic, Belgium, Brazil, Chile, China, Colombia, Cuba, Denmark, Dominican Republic, Ecuador, Egypt, Finland, France, Greece, Guatemala, Haiti, Hungary, Latvia, Lithuania, Luxembourg, Mexico, Monaco, Netherlands, Norway, Paraguay, Peru, Poland, Portugal, Roumania, Siam, Spain, Switzerland, Uruguay, Venezuela, Yugoslavia.
to remedy the drawbacks as regards the application of the Convention of October 11th, 1933, for facilitating the international circulation of films of an educational character, resulting from the closing-down of the Rome International Institute, which had been entrusted with the execution of that convention.

In accordance with the Council’s decision, the Secretary-General, in agreement with the President of the Council and the United Kingdom Government, convened for September 10th, 1938, a conference of States signatories of the Convention and of States which had acceded thereto.¹

The conclusions reached by the Conference were embodied in a Procès-verbal.²

In virtue of its provisions, which are of genuine importance to the International Committee on Intellectual Co-operation, the latter is invested with the functions entrusted by the 1933 Convention to the International Educational Cinematographic Institute. These functions include the examination of films and the granting of a certificate attesting their educational character from the international point of view.

On September 26th, 1938, the Assembly authorised the Committee to assume its new functions.

The Executive Committee of the Committee on Intellectual Co-operation thereupon appointed a committee of experts to draft regulations for the application of the Convention. This draft, which was subsequently approved by the Executive Committee and submitted to the Council for the approval provided for in Article 13 of the International Convention, stipulates that films shall be examined by a committee of five experts.

Broadcasting: Spread of Scientific Knowledge.

In continuation of the enquiry into the use of modern means of spreading information to further mutual understanding among nations, the Institute convened on February 17th, 18th, and 19th, 1939, under the chairmanship of M. Arnold Raestad,

¹ The following States took part in this Conference: Union of South Africa, United States of America, Belgium, United Kingdom of Great Britain and Northern Ireland, Bulgaria, Chile, Cuba, Denmark, Egypt, Estonia, France, Greece, Hungary, India, Iraq, Ireland, Latvia, Monaco, Norway, Poland, Roumania, Sweden, Switzerland.

² Document C.302.M.177.1938.XII. The Procès-verbal has so far been signed by the following States: Union of South Africa, Denmark, Egypt, Greece, India, Ireland, Norway, Poland, Roumania, Sweden, Switzerland.

Chile and Poland signed ad referendum. The United States of America signed the Procès-verbal, but its signature will only become final when it has ratified the Convention.
former Minister, President of the Norwegian National Broadcasting Company, a committee of experts consisting of qualified representatives of the various scientific branches to consider the importance to science of the use of modern means of spreading information—particularly broadcasting, the Press and large-scale publication—to initiate the general public into the spirit, methods and results of scientific research, and their effects on the life and future of society.

After studying the branches to which this scientific information should particularly apply, the Committee of Experts considered how an international information service could be organised. This organisation should possess an international centre, provided from the outset with the necessary services for collecting information, arranging for its distribution in a suitable form and keeping in touch with scientific circles, broadcasting undertakings, the Press, and publishing houses in the different countries.

The experts also recommended the setting-up of regional or national centres which should keep pace with the growth of the activities of the international organisation for spreading scientific knowledge. These studies will be pursued in the spirit of the "Rye Conference" held under the auspices of the Rockefeller Foundation of New York.

III. Education

Advisory Committee.

At its session in July 1938, the International Committee on Intellectual Co-operation decided to place on the Advisory Committee's agenda for 1939 the question of "Instruction in Civics". At its April session, the Executive Committee of the International Committee decided that the International Institute of Intellectual Co-operation should undertake an enquiry on this subject, in preparation for the next meeting of the Advisory Committee, which will take place in November or December 1939.

University Relations.

On November 2nd and 3rd, 1938, a meeting of the Advisory Commission of the International Bureau of University Statistics was held, while there were two meetings of the Committee of International Students' Organisations—a limited meeting on November 4th, 1938, and a plenary meeting on May 2nd and 3rd, 1939.
The Advisory Commission of the International Bureau of University Statistics had to decide on the programme of work to be undertaken by that bureau, which had been set up at the request of the Committee of International Students’ Organisations. The experts on university statistics of which the Commission is composed devoted their chief efforts to determining the main outlines of a campaign to be conducted in the different countries for the creation of national bureaux to undertake a permanent study of the intellectual employment market. The International Bureau of University Statistics has been asked to prepare for this purpose, in close co-operation with the Commission, a guide-book for the use of these national bureaux. This work will contain the programme of university statistics and of the statistics of professions reserved for graduates. This programme will be drawn up in such a way as to permit of useful international comparisons.

The Students’ Committee examined, in particular, the nature and closeness of the relations of international students’ organisations with the national groups affiliated to them in the different countries. The principal problem may be stated as follows. Do the present organisation and methods of work enable the international students’ federations to get into touch, beyond the, in many cases, somewhat complicated administrations of the affiliated national associations, with the general body of students which they claim to represent? After a most interesting discussion, the Committee recommended several measures likely to bring about closer and more direct relations between the students and the international federations.

The Institute is making preparations for two important university meetings: (a) on October 17th and 18th next, the first meeting of the Standing Committee on Higher Education for which thirteen national committees are preparing reports on the co-ordination of teaching in the universities; (b) for the beginning of May 1940, the second International “Conversation” for Students, which will discuss the educational rôle of students’ associations.¹

¹ During the year 1938/39, the Institute issued the following publications:
The Organisation of Higher Education, Volume II. (The Argentine Republic, Belgium, China, Czecho-Slovakia, Japan, the Netherlands, Poland, Roumania, Switzerland, the Union of Soviet Socialist Republics); 296 pages.
Students in Search of their University; 180 pages.
Students Abroad, Nos. 7 and 8; 32 pages each.
Holiday Courses in Europe, 1937; 66 pages.
Bulletin of International School Correspondence, No. 11; 27 pages.
Co-ordination of Secondary Education—Classical, Modern and Technical.

After defining the general conditions of this co-ordination in 1937, the International Committee of Experts, which met again at the Institute on April 17th and 18th, 1939, considered the problem of the co-ordination of courses of general instruction in the different types of secondary education, in order both to enable pupils during their studies to transfer from one type of education to another, and to provide all pupils with a minimum of general knowledge. The Committee of Experts endeavoured to determine to what extent this fundamental general knowledge could be secured by the adoption of common methods and a common system of teaching in the following branches: national language and literature; foreign languages and literatures; history and geography; mathematics and natural science.

The results of the work of the Committee of Experts will be reproduced in a publication issued by the Institute—La coordination des cours de formation générale dans les enseignements du second degré.

IV. Scientific Study of International Relations

During the year 1938/39, the number of members of the Permanent International Studies Conference has been increased.

Twelfth Session of the Permanent International Studies Conference.

The twelfth session of the Permanent International Studies Conference will take place at Bergen from August 27th to September 2nd, 1939, at the invitation of the Norwegian Committee for the Co-ordination of International Studies. It will be devoted to a discussion on economic policies in relation to world peace. Abundant material has been collected by the members of the Conference and the national committees

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1 See La coordination des enseignements du second degré, 1938.
2 The Mexican Committee for the Scientific Study of International Relations and the Chilian Institute for International Studies at Santiago were admitted in this capacity.
3 Scientific committees have also been constituted in Bulgaria and Yugoslavia with a view to taking part in the study of economic policies in relation to peace.
4 In Japan, a committee has also been set up, which is assisting in the preparation of the conference on this subject.
5 Belgian scholars are continuing to participate in the work of the Conference.
6 A committee was recently set up in Greece, under the chairmanship of M.C. Varvaressos, Professor of Political Economy at Athens University and Assistant Governor of the Bank of Greece. This committee is applying for admission as a member of the Conference.
7 Negotiations are in progress with Turkish university circles with a view to the establishment of a permanent committee. Turkish economists have, however, already taken part in the study of exchange control organised with a view to the next session of the Conference.
8 The Conference's contacts with Brazilian and Argentine circles are becoming more and more frequent, and the constitution of a committee is under consideration in those two countries.
9 This invitation was made possible by the generosity of the Christian Michelsen Institute for Science and Intellectual Freedom.
admitted to take part. As in the past, this material has been supplemented by a series of memoranda written by experts invited in their individual capacity.

The first volume of this series will appear under the title: *An Alleged Source of Peace and War: the Unregulated System of International Economic Relations.*

Apart from the plenary meetings devoted to the discussion of the general aspects of the problem, three commissions will be set up for a thorough discussion of the following subjects:

1. The present relations between the closely regulated commercial systems and the unregulated systems.
2. The possibilities of an international agreement to develop international trade and eliminate possible causes of friction in international relations.
3. The limits and consequences of private and public control beyond the national frontiers.

A detailed agenda will be prepared by the General Rapporteur of the Conference. The commissions will be asked to take into account the problem of economic and political security and to deal also with the following subjects:

1. The interaction of political and economic objectives in national policies.
2. The connection between national economic regulation and international economic relations.

In addition, exchange control, of which the Conference has made a collective study organised according to an international plan, will be discussed and its technical and economic aspects examined.

**Publications of the Permanent International Studies Conference.**

The International Institute of Intellectual Co-operation has published several works in English and French under the auspices of the Conference.

It is considering methods of increasing their circulation.

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1 By M. L. Baudin, Professor at the Paris Faculty of Law.
2 Mr. J. B. Condliffe, Professor at the London School of Economics and Political Science.
   *Markets and the Problem of Peaceful Change*, by J. B. Condliffe.
   *The Synthetic Optimum of Population*, by Imre Ferenczi.
V. SOCIAL SCIENCES

*International Enquiry into the Use of Machinery in the Modern World.*

This enquiry, which was decided on by the International Committee on Intellectual Co-operation in 1936, was concluded in December 1938. The scientific directors of this work are engaged in preparing their respective reports and in compiling material which is to be published by the Institute. Owing to unforeseen circumstances, there has been some delay in this work of documentation. The volume is, however, expected to make its appearance at the end of 1939.

VI. LITERARY QUESTIONS

*Ibero-American Collection.*

The Institute continued in 1938/39 the publication of the Ibero-American Collection. Two new volumes have appeared. The first is *Selected Plays* by the Uruguayan author Florencio Sanchez, containing five pieces—*Barranca Abajo, M'Hijo el Dotor, En Familia, Moneda Falsa, Los Muertos.* M. Enrique Diez-Canedo, the Spanish critic, has written the preface, and the plays were translated by M. Max Daireaux. This is the first dramatic work printed in the collection.

The second volume is devoted to the Brazilian author and statesman *Joaquim Nabuco,* and contains selected passages from his political, historical and literary works and from his speeches. The Brazilian writer, the late Graça Aranha, kindly contributed a preface to this work, which was translated by M. Victor Orban and Mlle. Mathilde Pomès.

At the same time, a translation of *Martín Fierro,* an epic poem by the Argentine Hernandez has been prepared and is now complete. The translation is by Marcel Carayon and the preface by M. Ricardo Rojas.

The work will be in two volumes, the first containing a translation in blank verse and the second a literal translation accompanied by the original text for the use of students of Spanish and philologists.

Outside the Ibero-American Collection, the Institute has also undertaken the publication of a translation of *Juan Facundo Quiroga,* by M. Ramon J. Carcano. This will appear as an extra
volume in response to the desire which has been expressed for a historical account of the period dealt with in Sarmiento's *Facundo*, previously published in the Ibero-American Collection.

**Japanese Collection.**

One of the best novels of the Meiji period (1886-1912) *Kokoro (Le pauvre cœur des hommes)*, by Sōseki Natsume, has been translated into French by the poet M. Daigaku Horiguchi and M. Georges Bonneau, former Director of the Maison franco-japonaise at Tokio. After a year's conscientious efforts, they have succeeded in preparing a translation which not only faithfully reproduces the novel, but also conveys the tone and shades of meaning of this delicate psychological work. This translation is the third volume of the Japanese Collection, the first being entitled *Haikai de Bashō et de ses disciples*, and the second *L'Art, la Vie et la Nature au Japon*, by Professor M. Anesaki.

**VII. ART, ARCHAEOLOGY, ETHNOLOGY**

**Work of the International Museums Office.**

*International Agreements.*—The question of the protection of monuments and works of art in time of war has been dealt with in numerous studies, both from the legal and from the technical point of view. The International Museums Office submitted a draft International Convention to the 1938 Assembly. At its own request, the Netherlands Government was entrusted with the task of making the necessary consultations and convening a diplomatic conference for the adoption of this convention. This Government has approached the Governments of the States Members of the League of Nations and of several non-member States.¹

The draft Convention for the protection of national artistic and historical possessions has again been revised by a Committee of jurists in the light of the observations received from Governments. The Committee has also drafted a commentary which will enable Governments and their delegates to the diplomatic conference, which is to be held in 1939, to understand the

¹ Including the following: Germany, the United States of America, Brazil, Japan, Saudi Arabia, Monaco, Costa Rica, Guatemala, Honduras, Nicaragua, Paraguay.

As the Netherlands Government has no diplomatic relations with the Union of Soviet Socialist Republics, it requested the Secretary-General to consult that country's Government. In response to this request, the Secretary-General consulted the Union of Soviet Socialist Republics by a letter dated February 1st, 1939.
amendments made to the previous text and the reasons for these amendments.

The International Museums Office was called upon to arbitrate with regard to the Final Act of the International Conference on Excavations, recommended to the Governments by the 1937 Assembly. Two administrations, the Directorate of the Royal Museums of Art and History of Belgium and the Antiquities Service of Egypt, asked for its opinion on the interpretation and application of the provisions of the Act. The opinion of the International Museums Office was accepted by the parties.

*Administrative Work and Technical Research.*—In this field, mention may be made of the appearance of a *Manual for the Preservation and Restoration of Paintings* for the use of curators and art collectors; and of the preparation of three volumes of the new publication announced last year, *Recherche*, dealing with the following questions: the problem of the ogive; primitivism and classicism, the two aspects of the history of art; methods of folklore research.

The International Museums Office has also acted as the secretariat of the other organs of the Institute dealing with questions of art, archaeology and ethnology: the International Commission on Historic Monuments, the International Centre for Institutes of Archaeology and History of Art, the International Committee on Folk Art and Folklore, and the International Centre for the Study of Architectural and Town-planning Questions.

It drew up the programme of its second conference on general museography, which is to meet in 1940 and will deal with the social and educational rôle of museums. The proceedings of this conference will constitute Volume III of the *Traité de muséographie générale*, published by the International Museums Office.

VIII. INTELLECTUAL RIGHTS

The International Institute of Intellectual Co-operation has continued its efforts to ensure better protection for intellectual rights.

In the first place, it has taken steps with a view to carrying into effect the recommendations of the last Diplomatic Conference on Industrial Property, held in London in 1934, in favour of the granting of patents in respect of discoveries on which communications of a scientific character have been made. Several legislations have already taken action in this direction by granting
the authors of such discoveries a certain period of priority for taking out a patent.

In the second place, the studies regarding the international régime of authors' rights have been further extended. They have applied both to the revision of the Berne Convention and to the conclusion of another diplomatic instrument for the purpose of ensuring the protection of authors' rights in mutual relations between the countries subject to the Berne Convention and the Pan-American Conventions respectively. This latter action is in conformity with the concordant recommendations of the Assemblies of the League of Nations and the International Conferences of American States.

Within the framework of the Berne Convention, the Institute has drafted various proposals aimed at supplementing the guarantees already afforded to the authors of literary or artistic works. They refer, in particular, to the unconditional protection of journalistic articles, the introduction of a *droit de suite* in favour of authors in regard to their original works transferred to public sale, and the institution of a procedure of international settlement for disputes regarding the application of the Convention. The urgency of these reforms has been frequently stressed by the professional organisations associated with the Institute's work.

As regards the draft universal charter of authors' rights, fresh progress has been made, thanks chiefly to the help of the United States National Committee on Intellectual Co-operation and other American committees. At the invitation of the Belgian Government, the Institute, in concert with the International Institute for the Unification of Private Law, arranged a meeting at Brussels, from October 19th to 21st, 1938, of the Committee of Experts already set up and consisting of well-known authorities from both continents. The Asiatic point of view was represented by a delegation specially sent by the Japanese Government. The Committee took cognisance of the first replies received from the Governments consulted by the Belgian Government with regard to the proposals made by the Committee at its meeting of April 1936. As a result of its discussions, certain amendments were introduced, based partly on American and Japanese objections.

As the result of a meeting held at Paris by the delegates to the Institute of the American States, the conclusions of the Committee of Experts were transmitted to the various Governments which were to attend the eighth International Conference
of American States. This Conference, which met at Lima in December 1938, held important discussions on international problems connected with authors' rights, during which due account was taken of the work done by the Intellectual Co-operation Organisation of the League of Nations. In a final resolution, it associated itself with the Belgian Government's initiative and recommended the American States to send representatives to the Universal Conference on Authors' Rights, prepared by that Government with the collaboration of the Institute. The same point of view was expressed at the Conference of American National Committees on Intellectual Co-operation held at Santiago de Chile in January 1939.

The Belgian Government has already received a sufficient number of acceptances to enable it to envisage the simultaneous convening of the two diplomatic conferences at Brussels in the near future. Decisive results on the universal protection of authors' rights may be expected from these conferences.

The Institute's activities in these various directions have been carried on in co-operation with the other institutions interested in problems of intellectual rights. The statutory meeting of the representatives of these institutions and of the Institute again ensured the co-ordination of their respective activities in such a way as to avoid duplication.

IX. INTELLECTUAL AGREEMENTS

Since the appearance of the Recueil des accords intellectuels (1938), the International Institute of Intellectual Co-operation has published in its bulletin, La Coopération intellectuelle, the intellectual agreements which have been concluded, as soon as they have appeared. The tendency to conclude intellectual agreements is growing, and the conclusion of political treaties is nearly always accompanied by the conclusion of agreements of an intellectual character.

X. PUBLICATIONS

The various enquiries conducted by the Institute of Intellectual Co-operation, and the meetings or conversations organised by it, or with its collaboration, have led it to publish, since August 1938, some fifty numbers of periodicals and some forty volumes and pamphlets.

XI. Committees Meeting in July, 1939

In accordance with precedent, the Intellectual Co-operation Organisation held a number of meetings in July.

After a short session of the Committee for Science and Social Relations (July 10th-11th) and of the Committee of Experts for the Application of the Calculation of Probabilities (July 12th to 16th), the International Committee on Intellectual Co-operation held its twenty-first session at Geneva from July 17th to 22nd. In addition, the Joint Committee of the Major International Organisations held its usual summer session at the Secretariat on July 13th and 14th.

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1 As this session was held too late to be summarised here, the reader is referred to the Committee’s report (document C.231.M.153.1939.XII), which will appear early in September.
INTERNATIONAL BUREAUX, INSTITUTES AND ORGANISATIONS

I. INTERNATIONAL BUREAX

The Secretariat has maintained its usual relations with the International Bureaux placed under the direction of the League of Nations in virtue of Article 24 of the Covenant.

International Hydrographic Bureau.

The International Hydrographic Bureau has prepared a new edition of the Catalogue of Original Charts of European Seas. A supplement has been issued to bring up to date the five parts of its General List, arranged by Oceans, and Historical Cards, of Shoals of Doubtful Existence or Doubtful Position.

A third volume of Geographical Positions of the World has been issued.

The International Hydrographic Bureau has undertaken to keep up to date the General Bathymetric Chart of the Oceans. For this purpose, wire and sonic soundings taken in all the seas of the world are collated. Five sheets of the new edition of the world chart, comprising twenty-four sheets, have already been published. These new sheets include two charts relating to the Indian Ocean and the Mediterranean Sea, which were published during the year 1938/39.

The Bureau gives a list of Original Sailing Directions for the whole world.

During the year, the Bureau published two volumes of its semi-annual periodical, the Hydrographic Review, which contains original reports and copies of articles relative to technical and practical hydrography and to allied subjects. It also published six Hydrographic Bulletins, indicating the most important results of the work carried out by various hydrographic, oceanographic and scientific expeditions, as well as by all Hydrographic Departments.

The Bureau has also issued a new compilation of the List of Technical Resolutions adopted by the International Hydro-
graphic Conferences relative to the drawing-up of charts, sailing
directions, lists of lights, and all publications available to mariners in order to render navigation safer and easier.

*International Central Office for the Control of the Liquor Traffic in Africa.*

In accordance with the established rules, this Office has forwarded to the Secretariat of the League the documents sent to it by the Governments concerned regarding the import and manufacture of liquor in Africa, in the territories under mandate and in adjacent areas.

Furthermore, the Office has compiled and issued a general table of spirituous liquors imported and of the duties collected thereon.

During the year, ninety-five communications were made in connection with the acquisition and transmission of documents.


The year’s work was chiefly devoted to the preparation of the twenty-seventh session of the International Commission for Air Navigation which was held at Copenhagen in June 1939. The principal questions studied by the Commission at this session were the following:

Preparation of regulations for air traffic in conditions of bad visibility; revision of the regulations concerning an international standard type atmosphere; general revision of radio-electric regulations; preparation of instructions regarding sudden changes of altitude; revision of the regulations concerning first-aid outfits; study of charts for radio-goniometry; preparation of regulations concerning the international employment of symbols and terms used in air navigation; revision of the regulations concerning aeroplane engines; publication of a signal book for use in air navigation.

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1 Set up in virtue of Article 7 of the Convention of St. Germain-en-Laye of September 10th, 1919, the International Central Office for the Control of the Liquor Traffic in Africa took over the work of the Bureau for the Suppression of the Liquor Traffic, the functions of which were laid down in the General Act of the Brussels Conference of July 2nd, 1890.

2 The work of preparation in question was mainly carried out at meetings of the following Committees and Sub-Committees: the Altimeters Committee; the Committee for the Study of the Regulation of Air Traffic in conditions of Bad Visibility; the Standardisation Committee, the Legal, Medical, Maps, Operational, Meteorological and Wireless Sub-Committees.

3 The International Commission also took the initiative in convening a third World Conference of Aeronautical Radio-telegraphic Experts, which was held at Paris from November 2nd to 5th, 1938.
II. Rome International Institute for the Unification of Private Law

During the year, the Institute continued or completed its work in its different spheres of activity.¹

Motorists.²

At its twenty-second session (June 6th to 9th, 1939), the Committee for Communications and Transit suggested to the Institute that on the basis of the two preliminary drafts previously prepared, it might consider the possibility of framing draft provisions guaranteeing that damage caused to third parties by foreign motorists will be made good under an insurance policy of international scope, or by means of a guarantee furnished by an insurance undertaking of the country in which the foreign car is travelling, or otherwise.

Maintenance Obligations.

It will be remembered that the Council of the League of Nations instructed the Committee of Experts for Assistance to Indigent Foreigners and the Enforcement of Maintenance Obligations Abroad to study the latter question. In view of the fact that the Institute was studying the preparation of a preliminary draft convention on this subject, the Committee, at its second session (February 1st, 1936), asked the Secretariat of the League of Nations to get into touch with the Institute in order to follow the latter's work. The Secretariat and the Institute established a system of co-operation between the League Committee and the Institute. It was agreed that the Secretariat should be represented on the Committee of Experts appointed by the Institute to prepare a preliminary draft convention.

The Institute's Committee of Experts held its second session from October 24th to 27th, 1938, during which it adopted the provisional text of a preliminary draft convention. The Institute is at present preparing draft comments on this text.

¹ It will be remembered (see previous annual reports) that the Institute is preparing draft uniform laws on international sales of goods (corporeal movables), on the structure of international contracts concluded by correspondence or by agents, on the liability of innkeepers, and on arbitration in private law.
² The Governing Body held its twelfth session from May 29th to 31st, 1939.
³ See also above, page 74.
Intellectual Rights.

The Institute took part in the annual sessions of representatives of international institutions dealing with intellectual rights, held at Paris on June 22nd, 1938, and at Geneva on June 9th, 1939.

Universal Charter of Authors' Rights.—Under the auspices of the Belgian Government, the Committee of Experts set up by the International Institute for the Unification of Private Law and the International Institute of Intellectual Co-operation held its second session at Brussels from October 19th to 21st, 1938.

The Committee examined the replies to the official memorandum which the Belgian Government had submitted to the different Governments, and drew up a report embodying its conclusions.

Conventions annexed to the Berne Convention.—The representatives of institutions dealing with intellectual rights had decided at their annual meeting on June 22nd, 1938, that it would be desirable at the Brussels Diplomatic Conference for the revision of the Berne Convention to examine the protection of rights analogous to authors' rights and to prepare, if possible, conventions annexed to the Berne Convention providing international protection for these rights.

As a result of this resolution, the Institute summoned a committee of experts which held its first meeting on April 2nd, 1939. Like the Paris meeting, it considered that it would be desirable that rights analogous to authors' rights should be settled by an annexed convention.

The Committee met at the end of July to prepare the text of a preliminary draft convention to be annexed to the Berne Convention.

International Loan Contracts.

In submitting its report to the Committee for the Study of International Loan Contracts, the Institute completed its first task of studying, in the light of the various legislations, the validity of clauses in international loans entitling holders to be represented and authorising the representatives to act on behalf of the bondholders as a whole.¹

The Institute pursued its studies regarding the compilation of an international code of uniform rules for international loans. Taking into account the observations and suggestions made by the Committee of the League of Nations at its fourth session (June 1938) and those of its Sub-Committee of Jurists, the Institute submitted the revised text of the preliminary draft uniform rules and of the report accompanying it to the fifth session of the League Committee (May 1939). In approving the main outlines of the preliminary draft, that committee expressed the hope that the Institute would continue its studies in order to complete and improve this preliminary draft.

Legal Status of Women.

In performance of the task entrusted to it by the Committee for the Study of the Legal Status of Women,¹ the Institute had drawn up a comparative table of laws regarding the legal capacity of women. This statement was submitted to the Committee at its second session (June 1939) with a view to the determination of the manner in which the work should be pursued.

Taking into account the suggestions and observations made by the Committee, the Institute prepared certain parts of the report concerning the legal capacity of women which was submitted to the last session of the Committee.

Insurance against Major Disasters.

In response to the wish expressed by the International Relief Union, the Governing Body of the Institute decided to set up a committee of experts to study the possibility and means of insuring against major disasters. For this purpose the Institute prepared a study outlining the main features of the problem.

III. Relations with International Organisations

Despite the difficult circumstances prevailing, the activities of the international organisations continued to develop during the past year. This is shown, in particular, by a comparison

¹ See also page 160.
between the number of international organisations due to private initiative in 1936 (655) and their number in 1938 (748).¹

These various groups held 150 important conferences and congresses in 1938, whereas the total in 1937 was only 78. Figures are not yet available for the current year, but the tendency to growth revealed by a comparison between the two previous years appears to have been maintained and even accentuated.

It is true that the difficulties in international relations have sometimes reduced the sphere of action of certain international organisations, and even the number of their national branches; but the worldwide scope of their efforts is none the less shown by the accounts received of their work.²

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In order to meet the needs expressed by many international organisations, it has been decided to amalgamate as from 1939 the two publications of the Secretariat entitled Bulletin of Information on the Work of International Organisations (half-yearly) and the Handbook of International Organisations (hitherto appearing every two years alternately in French and English).

The publication resulting from this amalgamation will in future appear each year (in French and English alternately) and will bear the new title Year-Book of International Organisations.

The first Year-Book, which is now in preparation, will appear in December 1939.

¹ M. Th. Ruyssen, Secretary-General of the International Federation of League of Nations Societies, in the course of a “Conversation” organised by the Liaison Committee of Major International Associations on the “Nature and Scope of International Solidarity”, compared and analysed these data as contained in the last two editions of the Handbook of International Organisations published by the League of Nations. This study of M. Ruyssen’s appears under the heading “The Organisation of International Solidarity; its Deficiencies”, in a pamphlet entitled The Nature and Scope of International Solidarity published by the Liaison Committee of Major International Associations, pages 26 and following.

² To take an example in the sphere which most directly concerns the future of international life—that of education—an impressively wide field is covered by the activities of the twenty-nine big associations grouped in the Liaison Committee of Major International Associations.
BUDGETARY AND ADMINISTRATIVE QUESTIONS

I. Accounts for the Year 1938

The accounts for the year 1938 were examined by the auditor, M. U. A. J. Brunskog, and were considered by the Supervisory Commission, whose report is submitted to the 1939 Assembly.¹

II. General Financial Results of the Year 1938

The budget amounted to 32,273,251 Swiss francs; the expenditure was 28,180,087.97 Swiss francs. The receipts in respect of contributions for the year amounted to 27,053,103.96 Swiss francs, and the total income, including contributions appertaining to previous years and miscellaneous receipts, was 28,054,028.65 Swiss francs. A proposal will be made to the Assembly to cover the resulting deficit of 126,059.32 Swiss francs without resort to an appropriation in the budget for the financial year 1940.

III. Financial Position of the League on July 1st, 1939

Results of the First Six Months.

During the first six months of the year 1939, the amount of contributions received totalled 10,749,322.24 gold francs, or 47.14% of the budget, as against 10,979,407.21 gold francs, or 48.40% of the budget, for the corresponding period last year.

Of the sums paid, 9,635,850.74 gold francs represented payments in respect of the current year and 1,113,471.50 gold francs in respect of arrears.

IV. Budget for the Year 1940

The 1938 Assembly decided that a committee of five persons should be set up "to examine thoroughly the standing charges in the budgets of the Secretariat and the International Labour Organisation and recommend what economies could be carried out either immediately or in the near future". It also requested

¹ Document A.3.1939.X.
"the Secretary-General and the Director of the International Labour Office to prepare their draft budgets for 1940 in the light of the recommendations of the Committee ".

The Committee (known as the Committee on Budgetary Economies) met on two occasions at the end of 1938, and reached the following principal conclusions :

(a) To take present circumstances into account and to avoid any increase in contributions, it is desirable to aim at a reduction of about 20% in the budget. In other words, the budget, which for 1939 amounts to 32,234,000 Swiss francs, should be reduced by about 6\(\frac{3}{4}\) million francs to approximately 25\(\frac{1}{2}\) million francs.

(b) While a drastic reduction in the budget is inevitable, it is important to bear in mind that the contributions, even if so decreased, may not be paid in full during the budgetary year. In other words, to ensure the financial stability of the League, it is essential that, in addition to this reduction, the budget should be sufficiently elastic to enable, if necessary, economies to be effected in the credits as voted.

In the light of these two conclusions, the Supervisory Commission examined the budget for 1940, the total of which, in the form in which it was adopted, amounts to 25,403,988 Swiss francs, as against 32,234,012 Swiss francs in 1939, so that there is a reduction of 6,830,024 Swiss francs, or 21.18%. On the assumption that the Assembly approves the recommendations of the Committee for the Allocation of Expenses, which has fixed the number of units for 1940 at 817,453, the value of the unit will be 21,980.97 gold francs, which is 284.83 gold francs less than the value of the unit in 1939, and 11,598 gold francs, or 34.53% less than in 1932.

The budget of the Secretariat amounts to 12,944,215 Swiss francs, as against 16,188,063 Swiss francs in 1939. Thus the reduction on the current financial year is 3,243,848 Swiss francs, or 20.03%. As compared with the 1932 budget, which amounted to 18,813,413 Swiss francs, the reduction is 31.19%. The total is the lowest since the 1921 budget, which amounted to 11,700,000 Swiss francs.

The analysis of the reductions made over 1939 shows a cut of 1,701,967 Swiss francs in salaries, of 422,829 Swiss francs in general charges, and of 1,050,000 Swiss francs due to the elimination of the extraordinary credit for anti-epidemic work in China. To sum up, the economies made amount to 3,174,796
Swiss francs,¹ as against the total of 3,050,000 Swiss francs proposed by the Committee on Budgetary Economies. The total reduction is increased to 3,527,460 Swiss francs, if account is taken of certain other elements, such as the consequential reduction in the estimate for the Pensions Fund.

It should finally be pointed out that, notwithstanding these considerable reductions, no change was made in the lump-sum cuts, which, as in 1939, amount to a total sum of 1,350,000 Swiss francs, spread over three chapters of the budget.

On the basis of the report of the Committee on Budgetary Economies, the Secretary-General examined the organisation and working of the Secretariat in full detail, with the assistance of an internal committee appointed by him for the purpose. These combined efforts resulted in the abolition of eighty-nine officials' posts, representing a sum of 1,415,704 Swiss francs, (which is included in the figure of 1,701,967 francs quoted above) and in the introduction of a number of reforms, the effect of which is apparent in the budget now submitted to the Assembly.

V. STAFF PENSIONS FUND

The Supervisory Commission discussed with the Administrative Board of the Staff Pensions Fund the means whereby the stability of the Fund could be ensured. After an exhaustive enquiry, it was agreed that the officials' contributions should be increased by between ¼% and 1% according to the amount of the salary received, the contribution from the League being simultaneously raised by 1½%. As a result of this recommendation, the security and inherent soundness of the Fund would be strengthened.

VI. CONTRIBUTIONS IN ARREAR

The position with regard to contributions in arrear has deteriorated as a result of the general political situation. The total arrears on December 31st, 1938, amounted to 4,546,494.73 gold francs as compared to 1,753,446.57 gold francs on December 31st, 1937.

During the first half of 1939, payments in respect of arrears amounted to 1,113,061.72 francs, thus leaving a balance of 3,433,433.01 francs still unpaid.

The Special Committee on Contributions has met on three occasions and will report to the Assembly at its coming session.

¹ The difference between his figure and that of 3,243,848 Swiss francs previously mentioned corresponds to an increase in the receipts of 1940 over those of 1939.
I. THE PROBLEM OF THE COMPOSITION OF THE COUNCIL

The last occasion on which this question was considered by the Assembly was at its ordinary session of 1936. A committee had been set up by the Council to report upon the question of the number of the Members of the Council—a question which had been raised in 1933 but had not received a solution satisfactory to all the Members of the League—and upon the representation of Asia on the Council and the claim of China to become once more a member of that body. The Assembly, on October 1st, 1936, accepted the Committee's opinion that:

"The objections which, in 1933, stood in the way of a definitive solution of the questions connected with the non-permanent seats on the Council still exist, and, indeed, have become more acute. At a time when far-reaching issues have been raised as to the ultimate functions of the Council and the League itself, it seems undesirable to attempt permanent changes in the composition or mode of election of the Council."

Accordingly, a provisional solution recommended by the Committee was adopted. By resolutions of the Council and the Assembly, adopted respectively on October 2nd and on October 1st and 3rd, 1936, the number of non-permanent seats on the Council, which would otherwise have fallen to nine, was provisionally increased to eleven "for the period ending with the election of the non-permanent Members in the year 1939". As the result of this decision, China was re-elected to the Council.

At the same time, the Assembly, in agreement with the report of the Committee, felt it to be "undesirable that a definitive solution of the problems in connection with the composition of the Council should be postponed longer than is necessary" and accordingly it recommended "that, so soon as circumstances permit, the Council will appoint and convene a small committee

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2 The number of non-permanent seats was definitely raised to nine in 1926; a tenth seat was created provisionally on October 5th, 1933, for the period ending with the elections of 1936. In the absence of action by the Council and Assembly, the number was thus due to fall to nine at the election of 1936.
of experts to draw up proposals on the subject” (Resolution of October 1st, 1936).

Unfortunately, the development of events has not at any time since 1936 been such as to enable the Members of the Council to feel that the Assembly’s hope of a final decision as to the composition of the Council could be secured by the appointment of the committee of experts. On January 16th last, when the Secretary-General called the Council’s attention to the matter, setting out the terms of the Assembly’s recommendation regarding the appointment of a committee, the Council did not feel it would be useful to take this measure and accepted the Secretary-General’s view that failure to do so would not prejudice action regarding the two seats provisionally created in 1936.

These two seats will automatically cease to exist unless the Council and the Assembly otherwise decide. The subject is on the Assembly’s agenda (Item 8).

II. WORK OF THE COMMITTEE FOR THE STUDY OF THE LEGAL STATUS OF WOMEN

At the close of its second session (held in January 1939), the Committee published its first “Report on the Progress of the Enquiry”.

A third session was held in July.

The Committee, which owes its creation to the Assembly’s resolution of September 30th, 1937, was appointed to direct an enquiry the conduct of which was to be entrusted to the appropriate scientific institutes, in particular the International Institute for the Unification of Private Law at Rome, the International Institute of Public Law at Paris and the International Bureau for the Unification of Penal Law. The results are to be embodied, in the form approved by the Committee, in a League publication which, it is hoped, will give as comprehensive a picture as possible of the legal status of women in the various countries.

The Committee is in close touch with the above-mentioned institutes and, at each of its sessions, has discussed their work with their representatives.

The exact scope of the enquiry was left to be settled by the Committee. For law of the Western type, the institutes are