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DOMINION OF CANADA

REPORT
OF THE
CANADIAN DELEGATES
TO THE
NINTH ASSEMBLY OF THE
LEAGUE OF NATIONS

SEPTEMBER 3 to 26, 1928



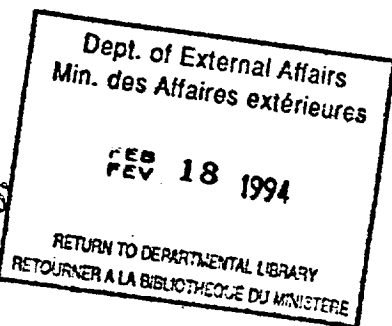
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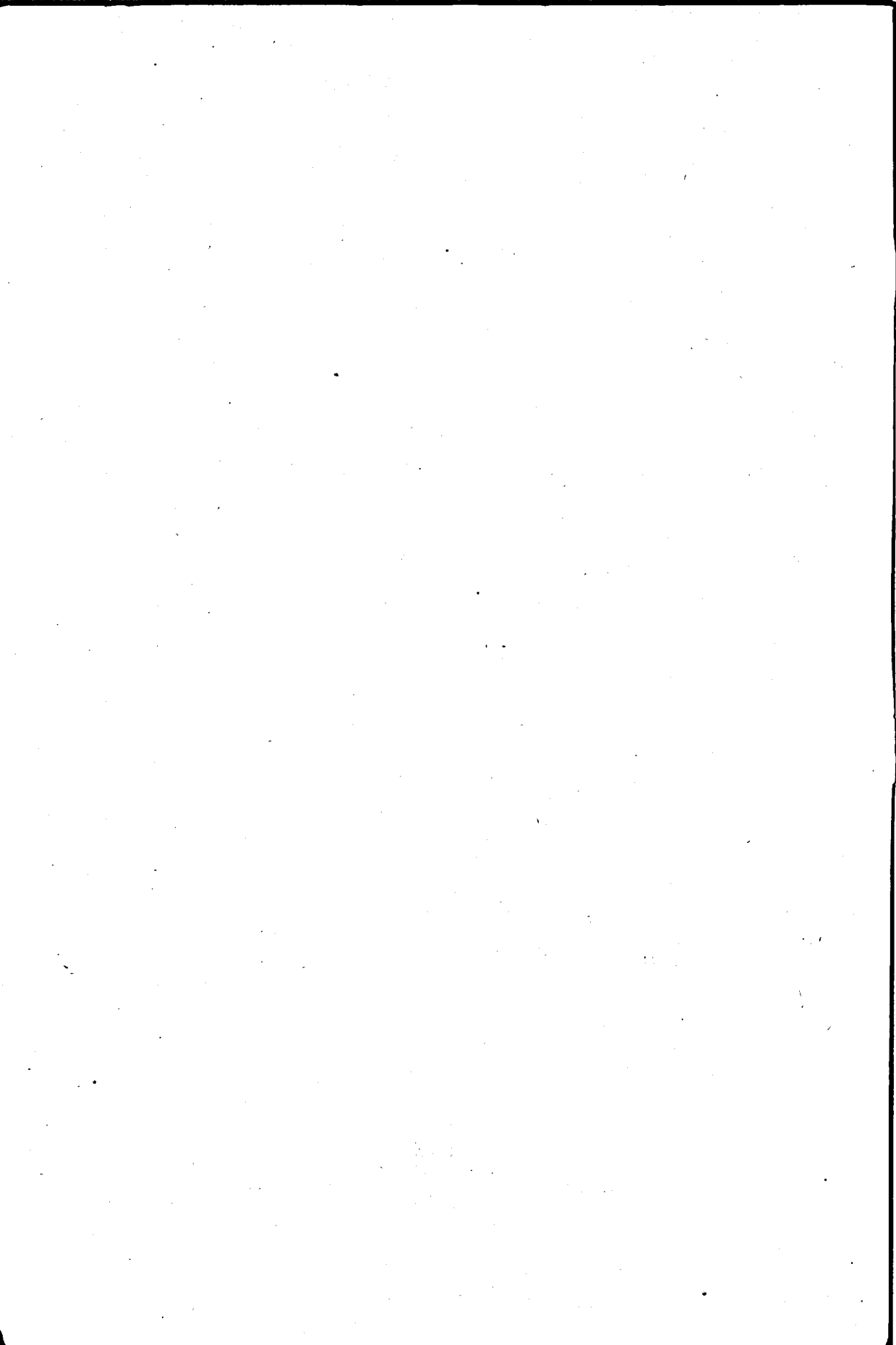
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To His Excellency the Governor General in Council:

The Ninth Ordinary Session of the Assembly of the League of Nations was held in Geneva from September 3 to September 26, 1928.

ORGANIZATION

Delegates from fifty States were present, the increase of one over the number represented at the preceding Assembly being due to the decision of Spain, which had given notice of withdrawal from the League in September, 1926, to continue as a member. No representatives were in attendance from Brazil, Bolivia, Honduras and Peru, but Argentina sent an observer. Notification of the re-entry of Costa Rica to the League was received during the closing days of the Assembly, and a definite decision on the part of Argentina to withdraw from membership in the League was registered at the same time.

The value attached to the annual meeting at Geneva by the Governments of the States Members is evidenced by the composition of the various delegations, there being present four prime ministers, two chancellors, and no less than sixteen foreign ministers. Both Sir Austen Chamberlain and Dr. Stresemann were unfortunately unable to be present, owing to illness.

Canada's delegation was headed by the Prime Minister and Secretary of State for External Affairs, the Right Hon. W. L. Mackenzie King; the other delegates were the Hon. Raoul Dandurand, Leader of the Government in the Senate, and the Hon. Charles A. Dunning, Minister of Railways and Canals; while O. D. Skelton, Under-Secretary of State for External Affairs; the Hon. Phillippe Roy, Commissioner General of Canada in Paris; and W. A. Riddell, Dominion of Canada Advisory Officer accredited to the League of Nations, acted as substitute delegates.

The election of the President of the Assembly, the six Vice-Presidents, and the chairman of the six committees, who together constitute the General Committee of the Assembly, resulted as follows:—

President

M. Herluf Zahle (Denmark)

Vice-Presidents

M. Adatei (Japan).

M. Briand (France).

M. Müller (Germany).

Lord Cushendun (Great Britain)

Mr. Mackenzie King (Canada).

Mgr. Seipel (Austria).

Chairmen of the Committees

- First Committee (Legal and Constitutional Questions):
M. Scialoja (Italy).
- Second Committee (Technical Organizations):
M. Motta (Switzerland).
- Third Committee (Reduction of Armaments):
M. Carton de Wiart (Belgium).
- Fourth Committee (Budget and Financial Questions):
M. de Vasconcellos (Portugal).
- Fifth Committee (Social and Humanitarian Questions):
M. Matos (Guatemala).
- Sixth Committee (Political Questions):
M. Marinkovitch (Kingdom of the Serbs, Croats and Slovenes).

The Canadian delegation was represented on the six committees as follows:—

- Hon. R. Dandurand—First and Fifth.
Hon. C. A. Dunning—Second and Third.
Hon. Philippe Roy—Second and Fourth.
Dr. O. D. Skelton—First and Fourth.
Dr. W. A. Riddell—Third and Sixth.

PLENARY MEETINGS OF THE ASSEMBLY

General Debate

The Reformation Hall at Geneva filled with delegates from fifty countries, an audience occupying every available seat, and the President of the Assembly vainly begging someone to mount the rostrum to initiate the general debate—such was the unusual spectacle offered at Geneva by the first session of the Ninth Assembly after the preliminaries of election had been carried out. If, however, at the first plenary meeting the delegates were timid about addressing the Assembly, once the debate was under way there was no dearth of speakers to discuss candidly and critically the accomplishments of the Geneva organization since the last Assembly. Indeed nineteen plenary sessions, eight of which were devoted to the general debate, were necessary before this discussion had ended.

The subjects principally considered by this Assembly of Frankness, as it has been termed, were the recently concluded Pact to outlaw war, the problem of minorities, the economic work of the League, and the question of disarmament.

Coming as it did within a week of the historic ceremony in Paris it was only natural that the general debate should devote considerable attention to the Briand-Kellogg Pact to outlaw war. The Prime Minister of Canada interpreted it as an endeavour to develop and focus world opinion against war, and declared that its value lay in the brevity and simplicity of its terms, while practically all the other speakers greeted the Pact as a triumph for the cause of peace. Reference was also made to it in the discussions of the First and Third Committees.

M. Beelaerts van Blokland (Netherlands) invited the views of his colleagues on the institution of a permanent Minorities Committee, similar to that for Mandates, by which the Council should be relieved of the work of handling minorities questions. M. Zaleski (Poland) could see no necessity for establishing such a committee, but agreed that if all members were prepared to sign a Convention

with a view to generalizing the principle of the protection of minorities, the plan would not be open to any objection. M. Motta (Switzerland) stated that his delegation would follow with great sympathy the suggestion of M. Beelaerts van Blokland, but M. Osusky (Czechoslovakia) thought that difficulties might be created unless the proposal should deal with minorities in all countries.

In the economic field, the Conference for the Abolition of Import and Export Prohibitions and Restrictions and the Conference on the Trade in Hides, Skins and Bones were referred to by numerous speakers. M. Voldemaras (Lithuania) considered that nations which devoted all their effort to their economic development were, even from a military point of view, much stronger than others; hence any work which the League was doing in connection with economic problems was work for peace.

Though several speakers referred favourably to the work of the Economic Conference as arresting the upward trend of tariffs, disagreement with some of its recommendations in this regard was recorded by the Irish Free State representative, because they were worded in such a way as to summon all countries to move in the direction of a reduction, without considering whether their tariffs were already low or excessively high. This showed that the Conference had not borne sufficiently in mind the difference between countries in a high stage of industrial development and countries at the beginning of their industrial growth. In similar vein, Mr. McLachlan (Australia) considered it dangerous and hazardous for the League to concern itself actively with the questions of customs tariffs, for they were regarded by the constituent nations as so much a part of their national policy that it was inconceivable that the League should make any direct representation on the subject of the nature of tariffs. The only possibility before the League was, therefore, the holding of international conferences on the height and incidence of tariffs on given commodities or groups of commodities. He felt that the time had not yet come for the League to enter this field. The collection of information and the promotion of a clearer knowledge of the progress of commerce, industry and agriculture, however, met with the whole-hearted approval of the Australian delegation.

M. Belloni, referring to the Italian viewpoint and what had already been accomplished, said that the League should concentrate its efforts upon a study of the principles and general problems of economic policy, but should refrain from intervening in questions, the effect of which on the world economic position in general was only partial or contingent. He considered it dangerous for the League to cling to the illusion that the high moral authority attaching to recommendations made by the economic organizations sufficed in all cases to secure success in a field where resolutions adopted by the League must, on the whole, be applied by private organizations or by individuals. M. Mowinckel (Norway) informed the Assembly that the Norwegian reservation to the Convention on Export and Import Prohibitions and Restrictions had been dropped.

Regret and disappointment were expressed in very frank terms by numerous speakers on the lack of progress being made with the problem of disarmament. M. Unden (Sweden) pointed out that every year fresh obstacles seemed to arise and that, if the Preparatory Commission for the Disarmament Conference did not very shortly produce tangible results, public opinion would feel that, in spite of the Covenant, in spite of the Locarno and Briand-Kellogg Pacts, the sense of security was not yet sufficiently developed to enable the first steps to be taken in the direction of disarmament. A suspicion would naturally follow that the Governments of the Great Powers did not attach any real value to their solemn engagements.

Opinions of a similar nature were expressed by other speakers, but the main interest centered on the speeches of the Austrian and German delegates on the one hand, and the French and British on the other. The burden of Mgr. Seipel's remarks was that the method of dealing with the question had shown the inadequacy of the means at the disposal of the League. The Peace Treaties, which had forced some countries to disarm, had also promised general disarmament; owing, however, to the great development of the technical resources available for fighting, the general state of armaments was at the present time much more formidable than that which existed before the war, and this constituted a permanent danger. He would ask the Assembly not to be satisfied with dilatory resolutions, but to take a step forward, so that the prestige of the League would not be lowered.

The German Chancellor, Herr Müller, protested that, although the Preparatory Commission had been meeting for nearly three years, it had not yet been possible to tackle seriously the work assigned to it. He pointed out that a disarmed Germany was particularly affected by any discussion on disarmament; that the German people were often reproached, on the slightest pretext, with threatening the peace of the world while other nations continued to increase their armaments without opposition or hindrance. He pleaded that the nations fulfill the promises made when it had been agreed that the disarmament of Germany should be followed by a general disarmament, and he urged the Assembly to decide definitely to convene a Disarmament Conference to complete the work of the Preparatory Commission.

To the two preceding speeches both M. Briand and Lord Cushendun replied. M. Briand pointed out that, while Germany had disarmed, she still had an army (numbering 100,000) of a special kind, composed largely of officers, which formed a *cadre* for a much larger army, and that, in the face of this, disarmament could not be said to be complete. Moreover, Germany was a highly industrialized country, and industrial equipment might well be employed for war. While not wishing to imply that any one had doubts of Germany's will for peace, he did not wish to preclude the question whether her special talents, her remarkable resources and her constructive genius would suddenly vanish into thin air if they had to be applied to armaments. As an example of the injustice of the charge that France along with other countries had not made progress in disarmament, the French Foreign Minister mentioned the agreements made at the Washington Naval Conference, the Franco-British naval accord, and the reduction to eighteen months (with a probable future reduction to one year) of the term of military service in France.

Lord Cushendun, while sympathizing with the German Chancellor, thought that the latter had failed to appreciate the difficulties before the Preparatory Commission. It was impossible to express in terms of military value the respective power of troops, ships, and aircraft; and in addition each State had special interests; while the differences in constitutional development and geographical situation added to the difficulties. Further complications arose if one considered the enormous increase in the use of aircraft and gas for commercial purposes, so that the problem was by no means a simple one. The fact that the British Navy had decreased its strength by some 43,000 men, had scrapped 239 warships, and had closed two arsenals was sufficient answer to the charge of increased armament. Lord Cushendun also referred to the Franco-British Naval agreement.

Mr. Mackenzie King referred to Canada as a land of reconciliation in which two races who had fought on the plains of Abraham were now living together in perfect harmony with each other and with their neighbour to the south. By means of the agreement concluded in 1818, competitive armament had been

eliminated in relations between Canada and the United States. Any disputes could be resolved by the International Joint Commission, which had been set up to settle differences arising between the two countries. In all twenty-three cases submitted to this Commission, twenty-one of which had resulted in unanimous decisions, the award of the Commission had been accepted by both parties. The speaker pointed out that, in his estimation, the prosperity of the New World was caused largely by the elimination of fear of aggression.

Elections to the Council.

On the 10th September, the Assembly elected Spain, Persia and Venezuela non-permanent members of the Council in succession to Colombia, the Netherlands and China, whose term of office (of two years) had expired. The election of Venezuela further strengthened the principle (which has been generally accepted although no definite rule has been laid down) that a South American State should each year be elected to the Council, so that three of the nine non-permanent seats are, in practice, reserved for South America; while the election of Persia met with the desires of those who felt that China's seat should devolve upon an Asiatic country.

An interesting discussion was provoked by Spain's request for re-eligibility. It will be remembered that Article IV, paragraph two, of the rules (adopted in 1926) for the method of election to and tenure of the non-permanent seats in the Council, contained a temporary provision whereby a maximum of three members might be immediately declared re-eligible by a two-thirds vote of the Assembly. A proposal for the application of this provision to the 1928 election was put forward by the British, French and German Governments and approved by the General Committee, but met with considerable criticism from the Swedish and Norwegian delegates who claimed that, in their opinion, there was not sufficient justification for departing from the regular procedure. The resolution was adopted, however, by a majority of 44.

The application of the 1926 temporary provisions having been agreed to, Spain's request for re-eligibility was successful in obtaining the necessary two-thirds majority while a similar request from China failed.

Election to the Permanent Court of International Justice

In accordance with the Statute of the Permanent Court of International Justice, the Assembly and the Council proceeded independently to the election of a successor to Mr. John Bassett Moore, who had resigned from the Permanent Court. Mr. Charles Evans Hughes (United States of America) was elected unanimously by the Council, and in the Assembly 41 votes out of a total ballot of 48 were cast in favour of Mr. Hughes.

Meetings of the Council

The Fifty-First and Fifty-Second Sessions of the Council, held from August 30 to September 8 and from September 12 to September 26, respectively, were devoted mainly to co-operating with and to giving effect to the decisions of the Assembly. In addition, consideration was given to the Polish-Lithuanian dispute, the question of the Hungarian optants, methods of appointment to the Opium Central Board, and the proposed enquiry into opium smoking in the Far East. An interpretation of Article 21 of the Covenant, given by the Council in answer to a communication from Costa Rica, was largely instrumental in bringing back that country to the League.

FIRST COMMITTEE

(LEGAL AND CONSTITUTIONAL QUESTIONS)

Progressive Codification of International Law

During the past year, the Committee of Experts had continued its preparatory work in connection with the questions considered as being ripe for codification, namely: nationality, territorial waters, and responsibility of States for damage done to the person or property of foreigners in their territory. Questionnaires dealing with the various phases of these questions have been forwarded not only to the States Members of the League but to other States as well, and, from the replies received, it is hoped that the Committee of Experts will be enabled to progress further with the preparatory work for the forthcoming Codification Conference.

Owing to the need for economy and to the possibility that the Disarmament Conference may meet in 1929, no definite date was decided upon for the codification meeting. It will, however, be held not earlier than 1930 unless the Disarmament Conference fails to meet during 1929; in such a case the Codification Conference would be held in 1929. It was further decided that, since the question of nationality is of great interest to women, the Governments, in naming their delegates to the Codification Conference, might consider the desirability of taking this fact into account.

A new questionnaire dealing with the subject of Domicile has been drawn up by the Committee of Experts and transmitted to the Governments by the Secretary-General. The committee further decided that when it next meets it should examine whether it would be possible and desirable to endeavour, by the procedure of codification, to formulate a declaration of the fundamental rights and duties of States. Two other questions, the legal position and functions of consuls, and the competence of courts in regard to foreign States, were considered ripe for codification, but were reserved for subsequent conferences.

The First Committee discussed the question of a systematic survey of the whole field of international law, and recommended the Council to entrust to a Committee of Three named by the Committee of Experts the task of distinguishing, if possible, between the subjects which should be reserved for the technical organizations of the League or for international conferences initiated by particular Governments, and those which appear capable of being dealt with by conferences of jurists. Emphasis was placed on the value of assembling, in the form of a code, according to a methodical classification, the various general international conventions which are open to acceptance by States in general, and of publishing such conventions as an accompaniment to the Treaty Series.

Question of the Revision of the Statute of the Permanent Court of International Justice

On behalf of a number of delegations, the French delegation submitted a draft resolution on this subject. M. Fromageot (France) pointed out that, in two and a half years' time, it would be necessary to renew the mandate of the members of the Court, and that it was possible that some changes or improvements might be necessary. The procedure to be followed would be that envisaged by Article 14 of the Covenant: the Council would prepare a plan and submit it to the Assembly, which, after approval, would embody the changes in the form of a Protocol which would be open to all States for signature.

M. Uden (Sweden) mentioned the difficulties of bringing about a revision, and stated that Article 30 of the Statute furnished the means of introducing changes in the internal regulations of the Court. If the Assembly felt it abso-

lutely necessary to undertake a general revision of the Statute, then it would be desirable to consult the Court in the first place, and to allow certain States, non-Members of the League, to participate in the study of the question. M. Pella (Roumania) felt that, before the mandate of the members of the Court were renewed, consideration should be given to the report submitted to the Council in 1920 by M. Caclamanos (Greece) in favour of conferring on the Court a certain jurisdiction in penal matters. After considerable discussion on this point, during the course of which reference was made to the work of various law associations and of the Inter-Parliamentary Union in the field of penal reform, a resolution was agreed upon which called the attention of the Council to the advisability of proceeding to the examination of the Statute of the Court with a view to the introduction of the necessary amendments and to submitting any proposals to the next ordinary session of the Assembly. M. Pella's suggestion was not embodied in the resolution, it being considered foreign to the question under discussion.

Advisory Opinions of the Permanent Court of International Justice

"The Assembly recommends the Council to consider whether it would not be desirable to submit to the Permanent Court of International Justice, for an advisory opinion, the question whether the Council or the Assembly can, by a simple majority, request an advisory opinion under Article 14 of the Covenant of the League of Nations."

The above resolution proposed by the Swiss delegation gave rise to one of the most interesting and lengthy debates in the First Committee. Participated in by many of the leading legal experts of various States, the discussion centred around the constitution of the Covenant, the prestige of the Court, and ways and means of arriving at a solution of the problem. M. Fromageot (France), in opening the debate, felt that, if an advisory opinion meant merely an investigation, a question of procedure, then a majority vote would suffice, but if it were to have a decisive binding effect, unanimity would be required. In his opinion, the authors of the Covenant had expressly avoided anything savouring of compulsory arbitration, and the question at issue was whether advisory opinions were to be merely advisory, as provided by the Covenant, or decisive as they were in practice.

On this latter point, M. Burekhart (Switzerland) claimed that, from a strictly legal point of view, an advisory opinion was never binding or decisive. He then explained why his delegation had brought forward the proposal. It was a question of particular interest to small states, and had been raised two years ago, when the reservations of the United States had been discussed, but thereafter the matter was dropped. The question had several angles and several possible solutions, and, while no particular interpretation was favoured, a definite and clear one was desired.

M. Scialoja (Italy), M. Ito (Japan) and Sir Cecil Hurst (Great Britain), were all in favour of withdrawing the resolution. The representative of Norway, on the contrary, could see no harm in the proposal, and would welcome its adoption by the Committee.

The representative of Greece was of the opinion that the Court could not be asked to make a change, but that an amendment could be brought about by the Member States. A study could be made, in the first place, by the Council or a Committee formed within it, or by a special committee of jurists. A report would then be made to the Assembly, with a proposal either for an official interpretation or for an amendment to the Covenant. If Article 14 could be amended by transferring the advisory function from the Court to a special organ, the question of unanimous and majority votes would disappear, since for this organ a majority would be sufficient in every case.

In view of the difference of opinion, the original draft resolution was modified to read as follows:—

“The Assembly, noting the divergencies of opinion which exist as regards the requirements for voting in the Council or the Assembly a resolution requesting an advisory opinion from the Permanent Court of International Justice, expresses the desire that, when circumstances permit, the Council may have a study made of the question whether the Council or the Assembly may, by a simple majority, ask for an advisory opinion within the meaning of Article 14 of the Covenant of the League of Nations.”

Pacific Settlement of International Disputes

While the Conventions on Conciliation, Arbitration, and Judicial Settlement of International Disputes, prepared by the Committee on Arbitration and Security, were considered by the Third Committee, they were discussed by the First as well, a liaison committee under the chairmanship of M. Politis (Greece) being the connecting link.

In a long *exposé*, M. Politis outlined the work of the sub-committee, and reviewed the problems confronting it. The chief point to be decided was whether the three conventions should be maintained as distinct with no connection between them, or whether an improvement could not be effected by drafting the three into one complete instrument. After much study, it was found that the objection to the amalgamation was a purely technical one, and the finished draft, as drawn up by M. Uden (Sweden) and M. Rolin (Belgium), entirely met the previous objection raised by members of the committee. Moreover, the final draft, while preserving the advantages of the old system, actually brought about further improvements. It created a distinct bond between the three instruments; presented greater simplicity and more practical facilities both for its adoption and for its application; and finally, by its very elasticity and flexibility could more easily adapt itself to every need and peculiar circumstance which might occur in the future. Provision is made, in Article 38, for admission to only one of the four chapters of the convention or to the convention as a whole; each State becoming bound to each other State only to the extent to which it and the other State have incurred equal commitments. Another important Article is Article 45 which provides for partial denunciation.

M. Politis then replied to objections raised by certain members of the committee, notably Sir William Harrison Moore (Australia) and the representative of India, who opposed the merging of the three conventions into one at the last moment, when it was impossible for the representatives of distant countries to get adequate instructions. M. Ito (Japan) questioned the wisdom of the policy of eliminating draft bilateral conventions in favour of a general convention, while Sir Cecil Hurst (Great Britain) thought it desirable to ascertain, before opening the convention for general accession, what Governments would favour bilateral agreements: otherwise there would be danger of producing conditions similar to those of 1923 and 1924. Eventually the draft was approved and passed on for comment to the Third Committee.

SECOND COMMITTEE

(TECHNICAL ORGANIZATIONS)

Economic Organization

The most important question before the Second Committee was the discussion of the report submitted by M. Loucheur (France), dealing with the Economic Organization of the League and the work accomplished since the resolutions of the International Economic Conference had been recommended to the favourable attention of all Governments by the Eighth Assembly.

The report, after expressing general satisfaction with the progress achieved, noted that all States had signed the Convention for the Execution of Foreign Arbitral Awards and that five new ratifications of the 1923 Protocol on Arbitration Clauses had been registered. It also recommended the early conclusion of the preparatory work for the establishment of a simplified uniform customs nomenclature; the framing, by the Economic Committee, of a doctrine in regard to commercial policy; further investigations in regard to veterinary measures and to problems relating to coal and sugar; and a systematic study on the problems of agriculture.

Hon. C. A. Dunning (Canada) referring to the Report stated that he considered it of the greatest importance that the work of the Economic Committee should continue and develop as it was only at Geneva that economic questions could be discussed from an international point of view.

Health Organization

The report of the Health Organization showed an increasing activity in this branch of the League's work. Besides numerous meetings of the various commissions on cancer, malaria, and smallpox, reference was made to the increasing contact with the South American countries and with the Far East through the Bureau at Singapore, which during the year had been able to give warning of infected people on board as many as 162 vessels. The interchange of public health and medical personnel, and the new departure in the study of rural hygiene were felt to be highly advantageous means of making the League's work better known. A tribute was paid by the Japanese delegate to the work of the Singapore Bureau, while work in the field of rural hygiene was highly praised by the representatives of Poland and India.

Communications and Transit

In this field, a great variety of activities was noted. The reorganization of the special Committees set up by the Advisory and Technical Committee has enabled the latter to enlist assistance from a great many quarters, and the Permanent Committee for Transport by Rail now includes distinguished new members with particular knowledge of the development of railway transport on the American continent. Work is being actively pursued with a view to facilitating newspaper distribution and the unification of road signals, while, by the investigation into air navigation, it is hoped to establish a few principles of public international law therein. With regard to marine navigation, a study is being made of the unification of tonnage measurement, of buoyage and the lighting of coasts, and it is hoped to bring about the unification of certain sections of river law.

Inland navigation statistics, calendar reform, passports, and broadcasting for purposes of propaganda—these were some of the other questions raised in connection with the work of the Communications and Transit Section.

Alcoholism

The Second Committee was requested to consider a proposal which had originally been placed before it in 1926. At the 1926 Assembly, the Finnish, Polish and Swedish delegations had proposed that the League should enquire into certain aspects of the question of alcoholism; owing, however, to strong opposition chiefly on the ground that it was doubtful whether such an enquiry was within the competence of the League, the question was postponed until the following Assembly. The 1927 Assembly decided that some aspects of the question might well form the subject of a League inquiry, and it was finally agreed to place the item on the agenda of the 1928 Assembly.

After much discussion, it was decided to request the Health Organization to collect full statistical information regarding alcoholism, giving prominence to the deleterious effects of the bad quality of the alcohols consumed, and to ask the Economic Committee to carry out an investigation into the terms of agreements which might be made to prevent smuggling in general and that of alcohol in particular. The resolution specifically excluded wine, beer and cider from the scope of such an investigation.

Financial Committee and Refugee Settlement

General satisfaction was expressed with the work of the Financial Committee during the past year, particularly in connection with the work accomplished for Greek and Bulgarian refugees and the stabilization loans for Greece and Bulgaria.

The representative of Canada (the Hon. Philippe Roy), who was appointed Rapporteur on the question of the Settlement of Bulgarian Refugees and the Bulgarian Stabilization Loan, reviewed the work of the League in this field. The work of settlement in Bulgaria, although in operation for only two years, has already produced satisfactory results. There are some 33,000 refugees to be settled, and good progress has already been made in this direction. Negotiations for a £5,000,000 loan are under way, and it is expected that in a very short time Bulgarian stabilization will be an accomplished fact, and one more country will have been helped by the League towards financial and economic recovery.

The results of refugee settlement in Greece have been equally striking.

THIRD COMMITTEE

(REDUCTION OF ARMAMENTS)

(a) Work of the Preparatory Commission for the Disarmament Conference

Since the Eighth Assembly, the Preparatory Disarmament Commission has held two sessions, one during December, 1927, when it set up the Committee on Arbitration and Security, and the second during March, 1928.

In the past year the Committee on Arbitration and Security has done excellent work in studying the problem of security and in endeavouring to create adequate safeguards which might be an aid to disarmament. The results of its labours were submitted to the Third Committee and will be found discussed under heads (b) (c) (d) (e) and (f) of this report. It will be seen that the agenda of the Third Committee was made up largely of matters already investigated and, to some extent, elucidated by the Arbitration and Security Committee.

It will be remembered that at the last session of the Preparatory Commission progress in disarmament was being held up because of the inability of some delegations to come to an understanding on the questions of naval tonnage classification and trained army reserves. The two nations whose views were most pronouncedly divergent were Great Britain and France. The general opinion of the Commission seemed to favour the solution of controversial points by direct negotiation between States. The Hon. Hugh Gibson (United States) summed up the situation thus (Preparatory Disarmament Commission, March 23, 1928): "At the conclusion of the first reading (of the draft convention), there were so many points of disagreement that we felt that nothing further could be accomplished in public meetings until after an effort had been made by direct negotiation between the various Governments and between groups of Governments, to find a way, through mutual concession, to eliminate existing divergencies." Lord Cushendun and Count Clauzel stated at that time that their two Governments were endeavouring to reach an agreement, Count Clauzel remark-

ing: "We are far advanced along this path (meaning exchange of views between Governments) and there is no occasion to anticipate any very long delay before we arrive at appreciable results."

The outcome of these discussions was the Anglo-French naval proposals, which were submitted to the United States, Italy and Japan on July 30, 1928, and made public a month later. In view of the widespread criticism of the proposals, Lord Cushendun and M. Paul-Boncour considered it advisable to defend them before the Third Committee. Lord Cushendun did not understand why criticism should have been directed against the French and British Governments: all sorts of ulterior motives had been attributed to both parties, but this simply showed that the critics had not considered that the endeavour to reach an agreement had arisen out of the work of the Preparatory Commission and as a result of suggestions made by various delegations before the Commission. M. Paul-Boncour was not sure that the reception accorded this new Agreement would encourage others to follow their example. Although they (the negotiators) did not expect to be crowned with laurels, they were justified in expecting something better than distrust.

Under existing circumstances it appears unlikely that at the next session of the Preparatory Commission, the Anglo-French Agreement will serve as a basis for further negotiation on the moot points of tonnage classification and conscription.

Very divergent views were expressed concerning the work done thus far by the Commission toward Reduction of Armaments.

Several states expressed disappointment that it had not been possible as yet to arrive at some sort of agreement, at least in respect of the general principles of disarmament. Very naturally the delegations which expressed keenest dissatisfaction were those representing nations disarmed by virtue of the Peace Treaties. They considered it was time that, under Article 8 of the Covenant, a start was made in the general reduction and limitation of armaments. The Hungarian delegation maintained that the conditions of complete disarmament imposed upon the vanquished nations were a transitional measure to facilitate this general disarmament. The British, French and Japanese representatives showed how their Governments had already voluntarily undertaken and carried out an important program of disarmament.

Some delegations, on the other hand, considered that disarmament could only follow upon, not precede, security. In this connection references were made to the new Conventions for the Peaceful Settlement of International Disputes, and to the Treaties of Non-Aggression and Mutual Assistance, as well as to the Kellogg-Briand Peace Pact. The Serb-Croat-Slovene, Polish and Roumanian delegates did not, however, appear over-sanguine about the degree of security afforded under existing conditions.

There was protracted discussion with respect to the date, if any, which the Third Committee should suggest to the Assembly for the convening of the next session of the Commission. The German delegation not only wished to fix a date for the next meeting of the Preparatory Commission, but urged that the Assembly should convene in 1929 the first session of the General Disarmament Conference. The French delegation favoured fixing a date for the Preparatory Commission, but not for the Conference. Lord Cushendun, on the contrary, expressed doubt as to the wisdom of fixing a definite date for either. He recalled the warning of the United States representative at the last session of the Commission that if a definite date were set, adjournment might have to take place immediately after arrival at Geneva owing to lack of agreement on some point. Hence, time, money and labour would have been expended uselessly. The Italian and Japanese delegations agreed with the British view.

M. Loudon (Netherlands), President of the Preparatory Disarmament Commission, thought that before the Commission could meet again the great naval

Powers must come to an agreement. It was his intention to ask the Governments of France, Great Britain, Italy, Japan and the United States to instruct their representatives to meet him shortly in Paris or elsewhere, in order to discuss this important problem before the next meeting of the Preparatory Commission. He undertook not to delay in summoning the new session as soon as an agreement had been reached after this private conversation with the representatives of the five naval Powers, but he could not venture at the present moment unless instructed by the Assembly, to convene another session of the Preparatory Disarmament Commission.

Lord Cushendun expressed grave doubt as to the acceptance by his government of M. Loudon's suggestion of a private meeting of the great naval powers, as it seemed to propose that the reconsideration of the Washington Conference set for 1931 should be antedated. All the Powers mentioned by M. Loudon were signatories of this Convention.

The consensus of opinion was in favour of leaving to the President of the Preparatory Commission the responsibility for fixing the date of the next meeting of the Commission, and a wish was expressed that such meeting might take place early in 1929.

(b) *Pacific Settlement of International Disputes: Non-Aggression and Mutual Assistance*

One of the duties of the Committee on Arbitration and Security was to enquire into the various means of "promoting, generalizing and co-ordinating special or collective agreements on Arbitration and Security." It was felt that such agreements, if signed, would constitute a safeguard which would engender a feeling of security, and that, as a consequence, nations might consent more readily to disarm.

The Arbitration and Security Committee, after three sessions, the last of which was held from the 27th June to the 4th July, 1928, presented to the Assembly drafts of Conventions for the Pacific Settlement of International Disputes, and of Treaties of Mutual Assistance and Non-Aggression. These Conventions and Treaties were discussed by the Third Committee and also by the First Committee, to which they were referred for an opinion on their legal aspect.

Of the six model Conventions dealing with the Pacific Settlement of International Disputes, three were general conventions, and three bilateral.

It had always been considered that a link between the three general conventions was indispensable, but a decision as to the method of connecting them was deferred. A joint decision was reached by the First and Third Committees in September, when it was decided to draft a General Act, embodying the three former General Conventions. In this General Act there are four chapters. The first three reproduce the distinctive features of each of the former General Conventions to which they correspond, while the last comprises the general provisions of all three Conventions.

The General Act has been made as elastic as possible. It may be acceded to as a whole or in part: signatory States may make reservations and limit the extent of their obligations. Moreover, generous allowance is made for denunciation, complete or partial. As soon as it is accepted by two States or more, it will take on the nature of a General Convention which will remain open indefinitely for future accessions.

The three model Bilateral Conventions for Conciliation, Arbitration and Judicial Settlement were also retained. In this way no preference was expressed for either of the two tendencies shown in the Committee on Arbitration and Security, where some delegations favoured general, while others advocated particular conventions.

The three model treaties referring to Non-Aggression and Mutual Assistance were discussed and adopted by the Committee. The treaty of Mutual Assistance, the agreement having the widest compass, combines non-aggression, the peaceful settlement of disputes, and mutual assistance. It does not, however, and in this way it differs from the Locarno Pact, provide for a guarantee by third States, or the maintenance of the territorial *status quo*. Some delegations, notably those of Roumania, of Poland and of the Serbs, Croats and Slovenes, maintained that the Treaty of Mutual Assistance erred in this respect, that it did not go far enough, and that an article similar to that contained in the Locarno Pact, should be added, providing for the case of flagrant violation. M. Paul-Boncour (France) agreed in principle with this view, but he did not press the point as, generally speaking, the Committee was not in favour of the inclusion of the Locarno Clause.

The collective and bilateral treaties of non-aggression are intended for States seeking further safe-guards in the matter of security, but unwilling to incur obligations of mutual assistance.

As a natural corollary to all of the above conventions and treaties, a resolution was passed inviting the Council to inform States that, if requested so to do by one of the parties to any of the agreements, it (the Council) would "be prepared to place at the disposal of the States concerned its good offices which, being voluntarily accepted by them, would be calculated to bring negotiations to a happy issue."

The Council subsequently gave effect to this resolution.

The Third Committee, realizing the importance of the security guarantee afforded by accession to the Optional Clause of Article 36 of the Statute of the Permanent Court of International Justice, drafted a resolution, urging States to accede, with reservations if necessary.

The Canadian representative on the First Committee, Hon. R. Dandurand, went one step further and advocated the insertion, at the end of the proposed resolution, of a request to the States which have not yet acceded to the Optional Clause that they indicate the questions of international law, the elucidation of which would facilitate such accession.

The amendment proposed by the Canadian delegation was adopted.

(c) *The Study of Articles 10, 11 and 16 of the Covenant*

In September, 1927, the Assembly, when providing for the establishment of the Committee on Arbitration and Security, laid down as one of the tasks of the new Committee "the systematic preparation of the machinery to be employed by the organs of the League of Nations with a view to enabling the Members of the League to perform their obligations under the various articles of the Covenant".

The Committee on Arbitration and Security began with the study of Articles 10, 11 and 16, and M. Rutgers (Netherlands) was asked to prepare a memorandum, which was discussed in detail by the Committee at its second session, held in February-March, 1928.

Some of the conclusions of M. Rutgers' report follow:—

- (a) It would be inadvisable to draw up a rigid and complete code of procedure for the League in times of emergency but it is both feasible and desirable to indicate the possibilities offered by the different articles of the Covenant, and the ways they might be applied, without expressing any opinion as to the particular methods which might be required in a particular instance. The task of the League is primarily to maintain peace and *prevent* war. Hence the application of repressive measures should only take place after preventive measures have failed.

- (b) A hard and fast definition of the expressions "aggression" (Article 10), and "resort to war" (Article 16) would not be free from danger, since it might oblige the Council and the Members of the League to pronounce on a breach of the Covenant and apply sanctions at a time when it would still be preferable to refrain for the moment from measures of coercion. There would also be the risk of a State, which was not in reality responsible for hostilities, being described as an aggressor.
- (c) The preparation of the military sanctions provided for in Article 16 does not seem likely to promote mutual confidence between the States Members of the League of Nations unless at the same time various forms of pacific procedure suitable for the settlement of all international disputes are organized, and unless there is also a general agreement on the reduction and limitation of armaments.
- (d) It would be well that, in the event of resort to war, the Council should declare whether a breach of the Covenant has or has not taken place, and should state which of the two parties to the dispute has broken the Covenant.

These conclusions, it may be recalled, did not meet, in the spring of 1928, with the unanimous approval of the Committee on Arbitration and Security. Some delegations would have preferred that a definition be given to the terms, "aggression" and "resort to war," while others considered the development of military sanctions a valuable contribution to security.

The Canadian delegation, however, opposed at that time the suggestions contained in the preceding paragraph, which it thought would be ineffective and dangerous. Dr. Riddell emphasized the importance of conciliation, arbitration and the prevention of disputes rather than sanctions. He stated that, in his opinion, the Council could not determine the aggressor, and that it was the duty of each member of the League to decide for itself whether a breach of the Covenant had been made.

In the discussion of the above memorandum before the Third Committee, two points of view of a general character were voiced concerning the Covenant. One, upheld by Germany, proclaimed the high degree of security it afforded, while the other, maintained by Poland, considered such security insufficient.

On the recommendation of the Third Committee, the Assembly and the Council expressed satisfaction at the work done to elucidate the meaning of Articles 10, 11 and 16 of the Covenant, but they added that the interpretation given to the Articles must not be considered to affect in any way the rights and duties of the members of the League, or the different modes of procedure open to them when dealing with specific cases brought to their attention. At the same time the Preparatory Disarmament Commission was requested to undertake the study of other Articles of the Covenant, and doubtless, at the next session of the latter Commission, this task will be entrusted to the Committee on Arbitration and Security.

(d) Model Treaty to Strengthen the Means of Preventing War

In 1927 the German delegation submitted to the Committee on Arbitration and Security a number of suggestions whose object was to strengthen the means of preventing war, and hence to give an effective answer to the objection of States which proclaimed "we cannot disarm until we have security." The original proposals, which in discussion were somewhat modified, provided for Signatory States undertaking to accept and to execute generally all recommendations of the Council in cases of Dispute, Threat of War and Hostilities.

The German delegation asked that these suggestions be embodied in a general protocol open to the signature of all States. During the Third Session of the above Committee in June and July, 1928, there was strong opposition on the part of Great Britain, France, Japan and Italy to a protocol. As a result the Committee finally rejected the idea and framed instead a model multi-lateral treaty which might be used as a bilateral one. This treaty received some opposition in the Third Committee and attracted little attention in the Assembly as it came so soon after the signing of the Kellogg-Briand Peace Pact.

It was, however, recommended to the consideration of the States Members and non-Members of the League in the hope that it might serve as a basis for States desirous of concluding an agreement of this kind.

(e) *Financial Assistance to States Victims of Aggression*

In September, 1926, the Financial Committee had been requested by the Council to work out a plan of financial assistance to States victims of aggression. In 1927 the report of the Financial Committee was presented to the Assembly, which instructed the Committee on Arbitration and Security to carry on the study of the problem.

A joint committee, composed of members of the Committee on Arbitration and Security and of the Financial Committee, was appointed to prepare a report. This Committee had found it difficult to draft a plan because there were certain questions of a political character which, it thought, should be answered by the Assembly before definite progress could be made. These questions were:—

- (1) Should the convention on financial assistance be an independent convention or should it constitute an integral part of a general disarmament convention?
- (2) Should the plan for financial assistance apply in the case of a threat of war as well as in the case of actual war?
- (3) Should the convention come into force merely on the decision of the Council or must the consent of all signatory States (including those not on the Council) be obtained in order to put the plan into operation?

The discussion before the Third Committee showed that the majority felt that a special Convention should be drawn up which should constitute part of the general framework of the disarmament program. It was also proposed that financial assistance, which might be extended to cover the threat of war, as well as war itself, should be voted by the Council alone. It was stipulated, though, that this vote must be unanimous, and is only binding on those states signatory to any Convention that might be drawn up.

The political aspects of the problem having been disposed of, for the time being at least, it will now be possible for the Financial Committee to prepare a draft Convention for the consideration of the next Assembly. It is understood, however, that acceptance of the principle of Financial Assistance does not imply acceptance of the Convention which is to be drafted by the Financial Committee.

(f) *Establishment of a League of Nations Radio-Telegraphic Station*

This question, which concerns the independence of the League in the matter of air communications with the outside world, has been under consideration for some time. Certain delegations considered that in times of emergency it might be of capital importance that the League of Nations should be in a position to communicate directly with all States members.

The Communications and Transit Committee under orders from the Council had prepared a preliminary report which was laid before the Assembly (1927) at which a resolution was adopted congratulating the Council on having initiated

the study of the problem and requesting that the work of investigation be continued with a view to "the establishment of a Radio-Telegraphic Station at the seat of the League of Nations" and, more generally, to "enabling the League of Nations to be prepared at any moment to meet any emergency with the greatest possible rapidity."

The Third Committee was called upon to consider the reports prepared by the Communications and Transit Committee and a memorandum from the Swiss Federal Government suggesting joint action by the League of Nations and the Swiss Government in the establishment of a wireless station.

There was a general discussion on the principle involved, during which the consensus of opinion showed little enthusiasm for the idea of a League of Nations Station. Various objections on financial and technical grounds were put forward by the British and Japanese representatives.

The Hon. C. A. Dunning (Canada) was of opinion that the discussion showed that the question before the Committee resolved itself into the utility of such a station in times of emergency since no complaint had been made that existing facilities were not adequate for normal times. This raised, in his view, a technical question—i.e., whether in times of emergency a nation in Europe which found it necessary or expedient in its own interests to close, censor or interfere in any way with ordinary means of communication would not find it equally possible to interfere with the wireless communications from a League of Nations station. Unless this question could be answered satisfactorily he personally would prefer to see the money expended on other activities of the League which were very much in need of funds.

The matter was referred to a sub-committee, which considered the following alternatives:—

(1) The construction and operation of a wireless station by the League of Nations.

(2) The construction, jointly financed by the Swiss Federal Government and by the League of Nations, of a medium and short-wave station. In time of peace this station would be operated by the Swiss Government, but in time of emergency it would be handed over to the League of Nations on the following conditions:—

That the Swiss Federal Government be allowed to place an observer at the wireless station to keep his Government informed of all radio-telegraphic activities.

That the Assembly should pass a resolution recognizing that the use to be made of the station by the League in times of crisis would not involve the international responsibility of Switzerland.

Neither of these alternatives was received with any degree of favour and the whole question was referred to the Communications and Transit Committee for further report.

(g) *The Preparation of a draft Convention on the Private Manufacture and Publicity of the Manufacture of Arms and Ammunition and of Implements of War*

Ever since December, 1920, the question of Private Manufacture has occupied the attention of the Assembly which, in view of paragraph 5 of Article 8 of the Covenant, has, on several occasions, requested the Council to take the necessary preliminary measures which would lead eventually to the convening of a General Conference on the subject.

The study of Private Manufacture, after having been successively undertaken by the Temporary Mixed Commission, and by the Committee of the Council, was handed over, in December 1926, to a Special Commission, which has held two sessions, the first in March-April 1927, and the second from the

27th to the 30th August, 1928. On each of these occasions an attempt was made to draft a single text which might serve as a basis for an international convention.

Unfortunately the Special Commission has been unable so far to reach an agreement.

The principal divergencies have centered round the following points: whether aircraft should be included in the convention and, if so, should the inclusion extend to civil as well as military aircraft; whether component parts of arms, in addition to the completed article, should come under the convention; whether the figures published concerning the manufacture of arms and ammunition and implements of war should be in terms of value only, or in terms of weight and number also; and finally, whether State and Private Manufacture should be subjected to the same degree of publicity.

In considering the above problems left over from the Special Commission's last session it will be seen that a great deal remains to be done before unanimity can be reached.

The Special Commission in its report stated in part that "After attempting to reconcile the different points of view, it could do no more than place on record the continued existence of fundamental divergencies....", which made it impossible for it to draft the single text which the Assembly desired.

Under the circumstances the Third Committee recommended that an appeal be made to the various Governments to examine carefully the differences of view and that another meeting of the Special Commission be called before the next Council session. Effect has been given to this recommendation, and, on the 23rd December 1928, the Special Commission will meet again in an endeavour, which it is hoped will be successful this time, to draft a single text for a convention on the Private Manufacture and Publicity of the Manufacture of Arms and Ammunition and of Implements of War.

FOURTH COMMITTEE

(BUDGET AND FINANCIAL QUESTIONS)

League Buildings

Plans for the construction of an Assembly Hall, a new building for the Secretariat, and a new Library, which have up to the present been delayed, seem now to be on the road to realization.

It will be recalled that the League had acquired three sites on Lake Geneva, but was unable to make arrangements to purchase a fourth property which was necessary to give sufficient ground for all the buildings. A solution was found by effecting an exchange with the authorities of the City of Geneva, the city conferring on the League the "droit d'usage" of a portion of the Ariana Park in exchange for similar rights of occupation in the three lakeside properties now in the possession of the League. Thus the League buildings will not be on the lake front, and the plans which envisaged buildings on the shore will have to be altered to suit the new site. The former League property will be a public park which will form a continuation of the Parc Mon Repos, so that the new buildings, while not on the water's edge, will have an unobstructed view of the lake.

As soon as the legal formalities connected with the transfer of the land have been completed, the Committee of Five is to give final approval to revised plans adapted to the new site, such approval to be submitted later to the Council for ratification. The amount to be spent on the new buildings may be increased to approximately 19,500,000 francs, so that it seems assured that very few more Assemblies will be held in the ill-ventilated and cramped quarters at present in use.

Administrative and Financial Questions

Discussion of League finances usually serves as an opportunity for criticizing the administration. This year proved no exception to the rule, the debates being unusually long and candid.

The budget for 1929, as submitted, amounted to 26,871,244 francs, the increase of roughly 5 per cent over last year's budget being due to fresh work being undertaken as a result of the Economic Conference, to further work of the Transit Organization, to the proposed Conference on the Codification of International Law, and to the expenses of the Central Board provided for under the 1925 Opium Convention.

During the general discussion the tendency to enlarge the budgets was attacked by the British, Indian and Norwegian delegates. The budget of the Permanent Court of International Justice was adopted without objection, but those of the General Services of the Secretariat and of the International Labour organization, came in for considerable criticism.

The Secretary-General of the League, Sir Eric Drummond, made a convincing defence of the budget as submitted, showing that the increase was due only to the new work which the Assembly had decided it was essential to undertake. He confessed that he saw something inconsistent in the British proposal to reduce the budget by one million francs, when less than a week before the British delegate on the Council had proposed an opium inquiry which would cost anything up to half a million francs. Eventually, however, a resolution was adopted requesting the other Committees to revise the program of Conferences and to suggest any other methods by which economies might be effected.

The Budget of the Labour organization was vigorously defended by its Director, M. Thomas, who assured the committee that there was no extravagance and that the proposed increased expenditure was necessary. Three resolutions to reduce the Labour Office vote were all defeated.

In the end the general budget was adopted substantially as it stood. It amounted to 27,026,280 gold francs and was sub-divided as follows:—

Secretariat and Special Organizations.	14,713,085
International Labour Organization.	8,612,640
Permanent Court of International Justice.	2,255,555
Buildings at Geneva.	1,445,000

Of this total amount, Canada is assessed for 35 units out of a total of 986, which brings the amount of her contribution to 959,350.70 gold francs. From this must be deducted Canada's share in the surplus for the financial year 1927, amounting to 38,712.73, and also her share of 31,917.80 devolving from the Building Fund to those States which, by the prompt payment of their contributions up to the end of 1925, had contributed to the formation of the capital set apart for the construction of the new buildings. Thus the net contribution of Canada to the League for 1929 amounts to 888,720.17 gold francs, or approximately \$170,000.

The administrative services of the League were also criticized in the Fourth Committee, principally by the delegates from Holland and Norway. The chief criticism was that nationals of a certain group of Powers filled too large a number of posts on the Secretariat, and that there was a growing tendency for the higher officials to be members of the diplomatic services of their respective countries.

Sir Eric Drummond in an effective reply, stated that he based his appointments on the principles of the Balfour report of 1920, in which it is laid down that in making appointments, the Secretary-General has primarily to secure the best men and women for the duties to be performed; but, in doing so, it is

necessary to have regard to the great importance of selecting the officials from various nations. A resolution, which largely embodied the above principles, was unanimously adopted by the committee.

The predominance of British and French employees in the Labour Office was also attacked. M. Thomas, replying, assured the committee that in making appointments he would always attempt in the future, as in the past, to reconcile the three essential requirements, namely, equitable representation of nationalities, appointment of the ablest candidates, and adequate opportunity of promotion.

FIFTH COMMITTEE

(SOCIAL AND HUMANITARIAN QUESTIONS)

Child Welfare

The representative of Canada (Senator Dandurand) was appointed Rapporteur for this question.

The Fifth Committee expressed appreciation of the work of the Child Welfare Committee and of the latter's efforts to concentrate its attention on a small number of important questions of international concern. It noted that the Child Welfare Committee was continuing its study of the status of illegitimate children, and that it intended at future sessions to consider the questions of alcoholism, recreation, the influence of family allowances on the welfare of children, the education of blind children, the scientific definition of feeble-mindedness in children, and the classification of feeble-minded children.

Particular attention was drawn to the work of the Legal Sub-Committee of the Child Welfare Committee in connection with the preparation of preliminary draft conventions on the repatriation and the relief of minors of foreign nationality. Many delegates spoke favourably of the Child Welfare Committee's enquiry into the effect of the cinematograph on children, and of its recommendation that films should be shown in diffused light and in day-light. A great deal of interest was expressed by the Committee in the setting-up of the International Educational Cinematographic Institute (Rome) and the Child Welfare Committee was requested to keep in close touch with it. Several delegates considered that women should be represented on the Governing Body of the Institute, in view of the influence of films on the development of the young.

Traffic in Women and Children

At its last session, the Traffic in Women and Children Committee had devoted some time to the consideration of Part II of the Report of the Special Body of Experts (see Report of Canadian Delegates to the Eighth Assembly, pp. 12, 13) and had recommended that the enquiry should be extended. It had further expressed the hope that the Governments of those countries which retain the system of licensed houses should examine this question in the light of the Report of the Special Body of Experts. In order to facilitate this examination, the Secretariat was asked to make a study of the laws and regulations in force in those countries where the system has been abolished.

The Fifth Committee approved these recommendations of the Traffic in Women and Children Committee, and agreed with the latter as to the necessity of adopting stronger measures against *souteneurs* in order to put a stop to their operations, which are among the main causes of the traffic in women. Noting that the Traffic in Women and Children Committee had placed the question of women police on its agenda, the Fifth Committee emphasized the necessity of employing women police in order to combat the traffic.

Refugees

The Fifth Committee noted the progress that had been made in the work of refugee settlement by the High Commissioner for Refugees (Dr. Nansen) and by the International Labour Office.

Considering that a complete solution of the refugee problem can be reached only by the return of the refugees to their country of origin or by their assimilation by the countries in which they are residing, and realizing that the first solution is in many cases impracticable, the Committee recommended that refugees should have all possible facilities for acquiring the nationality of their country of residence.

As the Governing Body of the International Labour Office had proposed that the refugee work at present undertaken by the Labour Office should at the end of 1929 be transferred to the League, the Fifth Committee recommended that the Assembly invite the Council to appoint as soon as possible an Advisory Commission to be attached to the High Commissioner; this Commission to submit before the next session of the Assembly a general report on the possibility of reaching a final solution as soon as possible and on the means by which this object might be attained.

Traffic in Opium

The Report of the Advisory Committee on the Traffic in Opium and other dangerous drugs was, as usual, the occasion of a very full discussion of the problem of narcotics. The Fifth Committee noted with satisfaction that legislation had been adopted in Persia providing for an opium monopoly, and in Spain instituting a monopoly system for the trade in drugs. It once more emphasized the necessity of strict enforcement of the provisions of the 1912 and 1925 Conventions, and of co-operation between Governments in their efforts to stamp out the illicit traffic and particularly in investigations as to the identity of persons engaged in smuggling narcotics.

The Fifth Committee considered that the most important recent development in this connection is the coming into force (on the 25th September 1928) of the Opium Convention of 1925. Canada is a party to this Convention, which should prove a powerful instrument in the suppression of the traffic. The system of import and export certificates for which it provides is, if strictly applied, an effective method of Government supervision of the trade in drugs.

The coming into force of the Convention will also result in the setting up by the Council of a Permanent Central Board whose duty it will be to watch the international trade; for this purpose it will receive from the States Parties to the Convention statistics of production, manufacture, consumption, import and export of the narcotic substances covered by the Convention. If, from the information in its possession, the Board concludes that a country is in danger of becoming a centre of the illicit traffic, it has the right to ask for explanations; and, in default of satisfactory explanations, to bring the matter to the attention of the Council of the League and of the States Parties to the Convention, and to recommend that no further exports of narcotic substances shall be made to the country concerned until the Board is satisfied as to the situation.

The Fifth Committee also considered a proposal of the British Government, referred to the Assembly by the Council, that a small Commission of Enquiry should be sent to the Far East to enquire into the difficulties encountered by the Governments in their efforts to control the use of opium prepared for smoking. The Committee proposed that the Assembly recommend the Council to appoint such a Commission to report on the situation in those countries which agree to such an enquiry.

SIXTH COMMITTEE

(POLITICAL QUESTIONS)

Mandates

In examining the reports and minutes concerning the execution of the provisions of Article 22 of the Covenant in the mandated territories, the Sixth Committee laid emphasis on economic equality, the liquor traffic, and the systematic and scientific organization of the work of the Mandates Commission and of the Mandates Section of the Secretariat.

The main interest, however, centered in a discussion of the relations between Iraq and Persia. H. H. Mohammed Ali Khan Foroughi (Persia) complained of ill-treatment of Persians in Iraq and protested against the discrimination in the Judicial Agreement of 1924 between Great Britain and Iraq whereby no nationals of Asiatic states except those permanently represented on the Council of the League should enjoy its benefits.

In reply, Mr. Locker-Lampson (British Empire) pointed out that Persians were not discriminated against and explained the impossibility of applying this agreement to nationals of that country in Iraq who numbered over 200,000. He deprecated the airing of diplomatic difficulties between two countries before the Committee and expressed the hope that more amicable relations would be attained by negotiation, making it unnecessary to bring the matter before the Council.

General satisfaction was expressed by several speakers with the work accomplished by the Mandatory Powers, and the relatively small number of petitions emanating from the various native populations was regarded as evidence of the healthy state of the system of mandates.

Slavery

Little comment was made on the question of slavery, the Committee confining itself to a review of what had been accomplished since the last Assembly. Abyssinia sent in a list of slaves recently liberated, and the Italian delegate told of the efforts to stamp out the slave trade in the Italian colonies. The number of ratifications or final accessions to the Slavery Convention of 1926 has increased from 13 to 26, and the hope was expressed that certain States would see fit to accede in order to ensure the universal application of the Convention.

*Intellectual Co-operation**

In presenting his report on the work of the International Committee on Intellectual Co-operation and of the Institute of Intellectual Co-operation, M. Gallavresi. (Italy) reviewed the work already accomplished and pointed out some of the problems that were being studied by this branch of the League organization. He referred particularly to the Sub-Committee for University Relations, to the results of the Rome Conference on Copyright (which had recognized the moral right of an author over his work), and to the methods now being evolved regarding the instruction of youth in the existence and aims of the League of Nations.

In the discussion of the report, many phases of the Committee's work were touched on by the Polish, South African, Austrian and New Zealand delegates. The representative of Canada (Dr. Riddell) strongly supported that aspect of the Committee's work dealing with the education of the young in the aims and ideals of the League, stating that, as permanent representative accredited to the League, he received many enquiries on this subject.

* This question would normally have been referred to the Second Committee; as the latter, however, had a very heavy agenda, the Assembly referred it to the Sixth Committee.

The resolution finally presented to the Assembly for approval noted the work accomplished in the various fields and called the attention of Governments to the danger of moving pictures or broadcasting performances characterized by a spirit antagonistic to that of the League. It further requested the Governments to give the fullest possible effect to the resolutions of the Committee on Intellectual Co-operation, especially those regarding the creation of an information bureau in the national or central building of every State, the preservation of prints and manuscripts, the preservation of primitive languages which are dying out, and the suppression of customs duties on prints sent to libraries and recognized institutes.

Establishment of Armenian Refugees in the Republic of Erivan¹

The representative of Canada (Dr. Riddell) was appointed Rapporteur to the Assembly on this question.

It was decided to recommend to the Assembly that the work of establishing Armenian refugees in the Republic of Erivan should be carried out under the auspices of the League.² The settlement is to be carried out under the direction of Dr. Nansen, High Commissioner for Refugees, and funds have been offered by Germany, Greece, Norway and Roumania, and by the Armenian organizations. As the German Government's offer of a credit of a million Reichsmarks is conditional on at least four other Governments taking part in the work, the Council was asked to continue negotiations with certain Governments which had indicated that it might be possible for them to contribute, so that this condition might be fulfilled.

W. L. MACKENZIE KING,
 RAOUL DANDURAND,
 CHARLES A. DUNNING,
 O. D. SKELTON,
 PHILLIPPE ROY,
 W. A. RIDDELL.

¹ This question would normally have been referred to the Fifth Committee; as the latter, however, had a very heavy agenda, the Assembly referred it to the Sixth Committee.

² The Fourth Committee voted the sum of 50,000 francs to meet the administrative expenses of the work.

