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REPORT 11,455

OF THE

CANADIAN DELEGATES

TO THE

**FOURTEENTH ASSEMBLY OF  
THE LEAGUE OF NATIONS**

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GENEVA

SEPTEMBER 25 - OCTOBER 11, 1933



OTTAWA  
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1934

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## Report of the Canadian Delegates to the Fourteenth Assembly of the League of Nations

OTTAWA, December 7, 1933.

Right Honourable R. B. BENNETT, K.C., M.P.,  
Secretary of State for External Affairs,  
Ottawa, Canada,

SIR,—We have the honour to submit the following report on the proceedings of the Fourteenth Ordinary Session of the Assembly of the League of Nations which was held in Geneva from September 25 to October 11, 1933.

Fifty-four of the fifty-seven States Members of the League were represented at the opening of the Session, those absent being the Argentine Republic, Honduras, and Japan. During the course of the Assembly, the Argentine Republic definitively acceded to the Covenant of the League.

The Canadian delegation consisted of the Honourable Robert J. Manion, Minister of Railways and Canals, Senior Delegate; the Honourable Philippe Roy, Canadian Minister to France; and Dr. Walter A. Riddell, Dominion of Canada Advisory Officer accredited to the League of Nations. The Honourable G. Howard Ferguson, High Commissioner for Canada in the United Kingdom, who was appointed a member of the delegation, was unable to attend owing to the pressure of other business. M. Jean Désy, Counsellor of the Canadian Legation at Paris, acted as alternate delegate. Dr. Paul E. Renaud acted as Secretary to the delegation.

The proceedings of the Assembly were, in accordance with precedent, opened by the Acting President of the Council, who was in this case M. Mowinkel, delegate of Norway. In his opening speech, M. Mowinkel regretfully acknowledged that the position of the League in public opinion had not improved since the Assembly last met. The public, he felt, was interested not so much in the day-to-day work of the League as in its power to establish a better understanding between nations and to safeguard peace, and it had to be admitted that the ever present possibility of war was a constant menace. Fifteen years after the close of that fratricidal crime, the world war, we find to our shame, he declared, that we have made little progress towards securing a better understanding among peoples. The Disarmament Conference and the Monetary and Economic Conference had been expected to do much to further the cause of peace, but the results were negative rather than positive and helped to spread discouragement and disillusionment. M. Mowinkel welcomed the conclusion, within the framework of the League, of the Four-Power Pact and, in closing, expressed gratification at the close co-operation extended by the United States of America to the League during the year.

### ORGANIZATION OF THE ASSEMBLY

The election of the officers of the Assembly resulted as follows:—

*President:* Mr. C. T. de Water (South Africa).

#### *Vice-Presidents*

M. Daladier (France).

Sir John Simon (United Kingdom).

Baron Aloisi (Italy).

M. Castillo Najera (Mexico).

Baron von Neurath (Germany).

Ali Khan Foroughi (Persia).

It was decided that, in view of the fact that the Disarmament Conference was still in session, it would not be necessary this year to convoke the Third Committee of the Assembly, which usually deals with questions of disarmament. The remaining Committees were convened as usual, under the chairmen named:—

*First Committee:* M. Motta (Switzerland).

*Second Committee:* Count Carton de Wiart (Belgium).

*Fourth Committee:* M. Fotitch (Yugoslavia).

*Fifth Committee:* Mlle. Hesselgren (Sweden).

*Sixth Committee:* M. de Madariaga (Spain).

*Agenda Committee:* M. Mikoff (Bulgaria).

*Credentials Committee:* M. Salnais (Latvia).

The Chairmen of these Committees together with the six Vice-Presidents of the Assembly formed the General Committee or Bureau of the Assembly.

The Canadian delegation was represented on the Committees as follows:—

*First Committee:*

Hon. R. J. Manion.

M. Jean Désy.

*Fourth Committee:*

Hon. Philippe Roy.

Hon. R. J. Manion.

*Second Committee:*

Dr. W. A. Riddell.

Hon. Philippe Roy.

*Fifth Committee:*

M. Jean Désy.

Dr. W. A. Riddell.

*Sixth Committee:*

Hon. R. J. Manion.

Hon. Philippe Roy.

The Hon. Philippe Roy was appointed by the Assembly as one of the six members of the Agenda Committee. Dr. W. A. Riddell was elected Vice-Chairman of the Fifth Committee.

#### GENERAL DEBATE OF THE ASSEMBLY

The general debate on the work of the League of Nations during the past year was considerably shorter than usual. Delegates of the United Kingdom, Austria, Canada, Sweden, India, China, Netherlands, Haiti, Uruguay, Greece, Latvia, Irish Free State, Spain, Portugal, France and Persia spoke in the order named.

Sir John Simon (United Kingdom) referred to the immense services which the League continues to render to the world, instancing the work of the Mandates system in watching over the development of backward races, the effective and useful work of the League Health Organization, the noble work of the League in promoting the protection and the welfare of children and young people and its unceasing warfare against that frightful scourge of humanity—the drug traffic. He referred briefly to the signs of economic recovery but pointed out that there could be no lasting economic improvement unless a Disarmament Convention were first achieved. The Disarmament Conference was agreed in principle to the plan of reaching disarmament by stages, but he stressed the importance of proceeding to the conclusion of a Disarmament Convention without delay. Such a Convention would be a stimulus to greater confidence—the confidence which arises not only from the pledge but from the proof of neighbourly relations.

Dr. Dollfuss (Austria), who was received with a spontaneous outburst of applause, spoke on Austrian independence with a calm deliberation that expressed his determination to preserve it. Austria was determined to follow the path of independent existence and economic development, counting on the friendly co-operation of the other Powers and appealed to the League to encourage her efforts by its high moral authority. This involved not merely the economic consolidation of Austria, but the economic reconstruction of the Danube Basin.

The Hon. R. J. Manion, on behalf of the Canadian delegation, made a plea for greater speed in the work of disarmament. He did not wish to minimize the accomplishments of the League of Nations in various fields of international co-operation; but it was important to distinguish between its primary and secondary functions, as contemplated in the Covenant. The main objective of the League was to preserve peace among the nations of the world and, at the present time, the conclusion of a disarmament convention was the most important aspect of this task. In this connection, every effort should be made to dissociate armament making and private profit. The question should also be considered whether there had not in the past been too much insistence on security as a preliminary to disarmament, and whether, if an advance could be made in the direction of disarmament, progressive security would not follow. In any case, until the nations accepted in principle and adopted in practice the view that war as a method of settling international disputes should be outlawed and such disputes settled by pacific means, civilization would be in danger of complete destruction.

Sir Brojendra Mitter (India) drew attention to the League's achievements during the year, referring particularly to the undramatic but beneficent work of the Health Organization at Singapore, the expert assistance to Siam in connection with the development of its harbours, and the League's co-operation in technical matters with the Chinese Government. He alluded to the increasing boldness of the League's detractors but thought their criticism would carry more weight if they had any alternative machinery to suggest.

A sense of disillusionment in the efficacy of the League as a certain factor in the preservation of peace pervaded the speech of Dr. Wellington Koo (China). The events in Manchuria were evidently the prime cause of this disillusionment. Dr. Koo feared that so long as "this glaring case of Covenant breaking" was not settled in accordance with established principles of international law and existing treaty obligations, it would remain a stumbling block in the path of new international agreements for economic and military disarmament.

Jonkheer de Graeff, the Netherlands delegate, referred to the problems presented by the large number of German nationals who had during recent months taken refuge in neighbouring countries and were adding to local unemployment. Without interfering in German domestic matters or inquiring into the reasons why these German citizens had fled, he urged that it was a problem which fell within the province of the League. He therefore proposed a resolution requesting the Council to take the necessary measures for instituting a system of international collaboration.

It seemed to M. de Madariaga (Spain) a sign of political anarchy that, while the Council and the Assembly had been trying to settle grave dissensions and the Disarmament Conference had been trying to bring about a reduction in armaments, arms had been supplied to the countries in conflict. The value of arms exported in the world between 1920 and 1930 had amounted to \$616,000,000. Critics said the League had failed, but it had not yet been tried. It was necessary to return to its essential principles.

Replying to M. Mowinkel, M. Paul-Boncour (France) said the peoples had suffered so much from the effects of force that they would trust the League if the League had confidence in itself. Not force, but the procedure of the League



was their common safeguard. If the four Great Powers met to debate among themselves, those who were not represented tended to regard this as arrogating to themselves the right to settle questions belonging to the Assembly as a whole. Yet they were continually being told that progress was delayed because the Great Powers had not agreed first upon a common line. In spite of existing anxiety certain important regional agreements had been reached—the Four-Power Pact, the Pact of the Little Entente, and the Pacts of Non-Aggression.

Mr. O'Kelly (Irish Free State) declared that, notwithstanding its achievements in many spheres of activity, the record of the League during the past year, as it appears to the world, is a record of three reverses—the Sino-Japanese Dispute, the Disarmament Conference, and the Economic Conference. He felt that the responsibility for the failure of the League must lie largely with the Great Powers, who, owing to their importance and their resources, exercise a decisive influence in the world. He felt, also, that the League must face its difficulties frankly and courageously because there is no alternative to failure save international anarchy.

The German delegation submitted in writing a draft resolution, which was adopted, to the effect that the general question of minorities should be referred to the Sixth Committee.

On September 30 the Italian delegation circulated to the delegates of the other leading Powers a memorandum on the economic consolidation of the Danube Basin. It was understood to be a series of suggestions for putting into practice the conclusions of the Stresa Conference of September, 1932, such as preferential tariffs for cereals in all the Succession States, and preferential treatment for Austrian industrial products.

#### ELECTIONS TO THE COUNCIL

The three non-permanent seats on the Council, made vacant by the retirement of Guatemala, the Irish Free State and Norway, were filled on October 2nd by the election of the Argentine Republic, Australia and Denmark. A week later Portugal was elected to the additional seat created on the Council.

#### FIRST COMMITTEE

##### (Legal and Constitutional Questions)

##### *Amendment of the Covenant*

The question of the "Amendment of the Covenant of the League in order to bring it into harmony with the Pact of Paris," which normally should have come before the First Committee, was withdrawn from the agenda, as the work of the Disarmament Conference, with which the question was connected, had not advanced sufficiently far to make it possible to carry out the preparatory study necessary for the discussion.

##### *System of Election to the Council*

The First Committee had before it the report of the Special Committee which was appointed in 1931 to study the existing system of election to the Council.

The principal purpose of the creation of the Special Committee was to examine the possibility of providing a remedy for the fact that the existing nine non-permanent seats on the Council were occupied in practice by States belonging to certain groups, and that there thus remained some ten to fifteen Members of the League which had no prospect of membership on the Council.

The Special Committee, on which Canada was represented, decided to propose a solution which would have the effect of giving provisional recogni-

tion to the claim of the non-grouped States. It therefore recommended that, for the period beginning with the election of the non-permanent Members of the Council at the Assembly's session of 1933 and ending with the election of their successors in the year 1936, the number of non-permanent seats on the Council should be provisionally increased from nine to ten.

This recommendation of the Special Committee was approved unanimously, and without discussion by the First Committee and later by the Council.

The Special Committee further recommended a change in procedure—namely, that candidates for election to the Council should be publicly nominated in writing before the election. This recommendation was also adopted unanimously by the First Committee. The system of previous nomination will come into force when the elections are held at the next ordinary Assembly.

#### *Simplification of the Procedure of the Assembly*

On the proposal of the Secretary-General of the League of Nations, the First Committee adopted, as an experiment, two new measures designed to shorten the duration of the Assembly.

In the past, almost invariably the session of the Assembly has had to be prolonged owing to the inability of the Fourth Committee to complete its discussions in time. In order to give this Committee the period normally necessary for its work, it was decided by 15 votes to 7 and three abstentions that it may be convened one week before the formal opening of the Assembly.

The other measure had for its object the shortening of the existing procedure by which a certain number of plenary meetings of the Assembly were held merely for the presentation and adoption of reports which required no discussion. The First Committee recommended that these reports should be adopted by the Assembly without further formality than the reading of their titles by the President.

#### *Nationality of Women*

The question of the Nationality of Women was placed on the agenda of the Assembly at the request of the Chilian Government.

The representative of Chile proposed that the Assembly should invite Governments before its next ordinary session to express their opinion as to the advisability of confirming the principle of the equality of sexes as regards nationality by a protocol open to the signature of States.

The delegates of the United Kingdom, Germany, Italy, Australia, Canada and some other countries noted that this proposal was a reversal of the procedure laid down by the previous Assembly which instructed the Council to follow the question and to decide at what moment it should be considered. They declared that they were not prepared to agree to such a reversal of policy, but that, in order to avoid giving the impression of formal opposition, they would abstain from voting.

As a compromise, the representative of France proposed that the Chilian draft should be replaced by the following text, which was adopted unanimously:—

“The Assembly..... expresses the hope that, before the next session of the Assembly, the Governments will have put the Secretary-General in a position to communicate to the Council the information as to the effect which they have found it possible to give to recommendation No. VI of the Codification Conference.”

#### *Penal and Penitentiary Questions*

The questions of unification of criminal law and co-operation of States in the prevention and suppression of crime were discussed. Some delegations

urged the need for securing common action by all countries in the campaign against crime by standardizing the means of social defence. Other delegations, however, thought that unification could only be conceived in the case of countries whose legislations were based on identical legal principles derived from a common source and which possess the same social conceptions and traditions. They expressed the opinion that the only method by which useful results in this sphere might be obtained consisted in studying each particular question separately, if it was of international interest, as and when the need arose. This view was supported by the Canadian delegate on the Committee.

In view of the divergencies in the opinions advanced, the Committee considered that the surest way of obtaining concrete results in this field would be to adopt the following procedure:—

“When the work of (the technical) organizations leads to definite proposals, the League of Nations may intervene with the object of securing the possible conclusion of international conventions if the proposals referred to answer to real needs recognized as such by the organs of the League—in which case, the procedure would be that normally followed in the conclusion of conventions under the auspices of the League of Nations.”

## SECOND COMMITTEE (Technical Organizations)

### *Economic and Financial Problems*

Following the procedure of last year, the Second Committee decided not to deal with financial and economic questions separately, but to submit a single report to the Assembly.

Before touching upon particular problems the Committee heard a statement by Mr. Loveday, Director of the Financial Section of the Secretariat, on the general economic situation. This survey indicated that economic conditions generally were improving. Mr. Loveday said that on the basis of the information received by the League remarkable progress had been achieved in the last year. There had been an almost general rise in industrial production, estimated at 30 per cent for the entire world excluding Soviet Russia. The rapid contraction of international trade would appear to have been checked, and the value of trade in terms of gold for July was greater than at the corresponding period of last year. At the conclusion of his statement Mr. Loveday pointed out that there might be some seasonal falling off during the winter.

The Second Committee then took note of the results of the Monetary and Economic Conference. In a report approved by the Assembly the Committee noted that the Conference had adopted a number of important resolutions, the chief object of which was to affirm:—

That it is in the interests of all concerned that stability in the international monetary field should be attained as quickly as practicable;

That gold should be re-established as the international measure of exchange values, time and parity being for each country to determine;

That it is undesirable to put gold coins or gold certificates into internal circulation;

That greater elasticity should be given to Central Bank legal reserve provisions.

The report goes on to state that the last resolution adopted by the Conference relates to the use of silver for monetary requirements and mentions in this

connection that an agreement has been concluded between silver-producing countries and countries which possess large stocks of this metal, with a view to putting a stop to price fluctuations.

The report notes that it is probable that the discussions relating to the possibility of co-ordinating the production and sale of wheat, timber, coal, copper and tin will be continued or renewed shortly, and expresses the hope that they may lead to valuable results.

The report also notes that the work relating to veterinary and phytopathological questions, and the framing of a draft agreement dealing with a large number of technical questions bearing directly or indirectly upon the concept of indirect protectionism, are to be continued under the direction of the President of the Economic Commission of the Conference and with the assistance of the Economic Committee of the League.

The Committee was glad to be able to record that the Rockefeller Foundation had offered new grants for the work of the Fiscal Committee on international taxation questions and for the study of the causes of the recurrence of periods of economic depression.

On the proposal of its Chairman the Committee decided to request the Fourth Committee to provide a sum of 336,000 francs in the 1934 budget for a second session of the Monetary and Economic Conference. The insertion of this credit, it was made clear, would not pre-judge the question as to whether a second session would be convened.

#### *Work of the Communications and Transit Organization*

The Second Committee considered a report submitted by M. Wohlin (Sweden) on the work done by the Communications and Transit Organization of the League between the Thirteenth and Fourteenth ordinary sessions of the Assembly. In his report M. Wohlin established a comparison between the accounts of the work of the Organization during this last period and the accounts of previous periods, and remarked that the Organization has tended, with a view to economy, to restrict rather than to expand its activities, and to concentrate on a limited number of problems.

As regards the Wireless Station opened by the League in February, 1932, the Rapporteur was satisfied that it had fulfilled all expectations, both with regard to the rapid communication of important documents and in providing facilities for direct contact between the delegations of non-European countries and their Governments or the public opinion of their countries.

The Rapporteur mentioned that, in accordance with the proposals made by a Special Committee of the Communications and Transit Organization, the International Telegraphic Conference held at Madrid in September, 1932, decided to include in the new International Convention on Long-Distance Communications certain provisions calculated to improve the means of communication available to the League in times of emergency. Under these provisions, in the case of a threat of war, telegrams exchanged between the Secretary General or the President of the Council on the one hand, and a Minister, a member of a Government, a member of the Council of the League, or a member of a mission despatched by the Council on the other hand, would be granted priority over Government priority telegrams. The Rapporteur explained that this new provision is to be taken as applying generally to any telegraphic communication in times of emergency, whatever Articles of the Covenant may be invoked.

The Second Committee adopted M. Wohlin's report as submitted to it.

#### *Work of the Health Organization*

The work of the Health Organization was reviewed by the Second Committee upon the report of M. Baranyai, delegate of Hungary. In his report M.

Baranyai observed that, during the past year, the countries which had called upon the Health Organization for assistance represented the four principal continents.

The Rapporteur mentioned, among the outstanding facts which have characterized the work of the Organization during the past year, the results obtained by certain of its technical commissions. For example, the Malaria Commission, which for some years past has been studying the therapeutic value of synthetic preparations and mixtures of cinchona alkaloids, has published its third general report.

The results of the investigations carried out under the auspices of the Health Committee on the causes of tuberculosis mortality have been recorded in a report entitled "General Principles governing the Prevention of Tuberculosis."

During the past year, also, the text of the first chapter of the study undertaken by the Committee on Venereal Diseases was completed and published in the Health Organization's Quarterly Bulletin.

In the course of the discussion, the representatives of those countries which the Health Organization has endeavoured to assist expressed to it their appreciation and thanks.

The United Kingdom delegate drew attention to the disinterested services rendered to the Organization by the large number of experts whose collaboration is essential to the progress of its work. After emphasizing the importance which his Government attaches to certain aspects of the Health Organization's work, such as the campaign against malaria and the steps taken to secure biological standardization, he pointed out that the curtailment of the Health Organization's funds, due to the depreciation of certain currencies, will doubtless induce the Health Committee to go very carefully into its program and to retain only its most important activities. As to unemployment, he wished to state that, up to the present, it had not been found to have had any prejudicial effect on the people's health in his country.

The Italian representative emphasized the value of the collaboration established between the Health Committee and the Permanent Central Opium Board in the campaign against narcotics.

The delegate of the Irish Free State drew attention to the report on maternal welfare and the hygiene of infants and children of pre-school age certain passages of which had been amended by the Health Committee as requested by the Assembly at its Thirteenth Session. Several delegates being of the opinion that the amendments in question have not dispelled the misgivings which had arisen over one of the recommendations contained in the report, the Committee invited the Health Organization to reconsider further the paragraphs in question.

The French delegate recalled the initiative taken by his Government when, in 1930, it proposed the establishment of an International School of Advanced Health Studies to be placed under the auspices of the League of Nations. The Council having approved this proposal, the French Government had taken the steps necessary to carry it out; the Chamber of Deputies had already voted the requisite credits and the bill was now coming up before the Senate. The Second Committee took note of these facts with satisfaction and emphasized the desirability of establishing such a school.

#### *Assistance for Refugees from Germany*

The Netherlands delegate recalled the resolution regarding the refugees coming from Germany adopted by the International Labour Conference in 1933, and stressed the international character of the problem. Convinced that the Jewish organizations in various countries would be prepared to place large sums at the disposal of an international body which would carry on its work of assistance under the auspices of the League, he asked that such a body be set up.

The German delegate declared that the persons referred to had left Germany because the new Germany no longer assured them a privileged situation, or because the internal political conditions were no longer in accordance with their wishes, or because they had an uneasy conscience. The measures contemplated should not be such as to give any encouragement to the elements engaged abroad in a campaign against the German Government. In particular he could not agree that the work outlined in the proposal could take place within the framework of the League.

The matter was referred to a Sub-Committee, the German delegate stating that his country did not desire to be represented on it.

The chief feature of the Sub-Committee's report was that it recommended that the League should appoint a High Commissioner, and that it should advance funds for the work. It was evident that, while the delegates were not in sympathy with the treatment of the Jews in Germany, they were also not prepared to assent to measures for their relief which might have far-reaching political and economic reactions upon their respective countries; pointing out particularly that their Governments could not very well take on further obligations as to supplying work in view of the difficult unemployment situation in their respective countries. Thus the Italian delegate thought that the paragraph inviting States which had received few or no German refugees to facilitate the employment of refugees from Germany and those relating to the information of non-Member States and the co-operation of private organizations did not seem very desirable. Dr. Riddell also said that these paragraphs presented difficulties for the Canadian delegation in view of the unemployment situation in his country. He could only agree to their inclusion if it were understood definitely that they involved no obligation on the part of the Canadian Government to provide employment for refugees.

The Rapporteur explained that the paragraphs in question were not intended to create obligations but were merely recommendations and submitted a new text taking account of the various observations made in the course of the discussion.

The German delegate, however, objected that the resolution would involve intervention by the League at some stage, and stated that when it came to a final decision the German delegation would vote against the resolution.

A committee including the German representative was then appointed to draw up a new formula capable of satisfying Germany. It was decided that the High Commissioner would not report to the League, but to an outside body nominated by the States best able to assist the refugees. Thereby the discussion of German policy in the Council would be avoided.

On this basis the resolution was adopted, the German delegate abstaining.

#### FOURTH COMMITTEE

##### (Budgetary and Financial Questions)

The work of the Fourth Committee was, as usual, long and arduous. In the debate, stress was particularly laid on the following points:—

##### *Financial Position of the League*

It was felt that, while the financial situation was serious and every possible step should be taken to ensure the regular payment of contributions, there was no real cause for alarm as to the financial future of the League; it now seemed that, as a result of the considerable savings which had been effected, there would be no deficit for the year 1933, and that, even if revenue fell short of expenditure, the working capital fund would afford sufficient safeguard for this year.

### *Contributions in Arrears*

As regards contributions in arrears, it was generally felt that the present position could not be allowed to continue, as the partial or complete default of certain States indirectly added to the burden of the others. In addition to the serious financial situation thus created, irritation was growing, particularly in the Parliaments of the States which pay their contributions promptly.

The Sub-Committee, instructed to consider the question, invited the representatives of the States in arrears to appear before it. The principal reasons put forward by the delegates for the non-payment of the contributions were:—

(1) The impression that the amount of contributions demanded is too high and that the scale of allocations adopted by the 1925 Assembly no longer applies to the present situation;

(2) The economic crisis and the exchange problems which cause great difficulty in the transmission of foreign remittances.

The Sub-Committee submitted the following recommendations for the approval of the Fourth Committee:—

1. Changes might usefully be made in Article 21 of the Regulations for the Financial Administration of the League so as to authorize the Secretary-General, when States have signified their agreement, to draw negotiable bills on them, on specified dates, through the central banks or other banks named by the States concerned. It might also be understood that those States Members who so preferred might, when notifying the dates of payment of their contributions, send the Secretary-General treasury bills, also negotiable on the dates of payment selected.

The measure proposed would afford further facilities both to the States Members and to the League—for the States Members, to be able to spread their payments over the year in such a way as to correspond with the dates of their budget periods—and for the League of Nations, to make available for the Secretary-General the amount of these instalments paid at dates corresponding to the requirements of the League's own financial year.

2. Under the terms of the Financial Regulations, a surplus obtained at the end of a financial year shall be used to effect a corresponding reduction of the sum to be collected from States for the second year following.

The Sub-Committee suggested that it was not equitable to distribute the benefits of a surplus among those Member States which had not contributed to it, and therefore recommended that the Supervisory Commission should be invited to propose to the Fifteenth Assembly suitable amendments to the Financial Regulations.

3. The Sub-Committee recommended that Member States should regularly include in their budgets the provision necessary to pay their contributions to the League.

4. The Sub-Committee believed that Member States which regularly pay their contributions can do much to improve the present situation of contributions by means of friendly representations.

As a departure from the custom observed in previous years, the Fourth Committee discussed the report of its Sub-Committee at a public meeting. The views expressed in the Sub-Committee's report were entirely endorsed by the Fourth Committee which considered that the question of contributions in arrears should be given full publicity at the Assembly each year.

The Committee associated itself with the view of its Sub-Committee that the question of the collection of current contributions was even more urgent than that of payments in arrears. It firmly believed that, if all States Members would agree to make it a primary duty to continue contributing towards the expenses of the League, the question of contributions in arrears would eventually cease to occupy the attention of the Assembly.

*Budget for 1934*

The general budget of the League for 1934 amounted, when submitted to the Assembly, to 30,643,905 francs, a reduction of 8.3 per cent as compared with that for the previous year.

The budget of the Secretariat was 15,708,261 francs, a reduction of 9.3 per cent over 1933.

Several delegates thought the estimates of the League were too high; that all countries had reduced their budgets, and that public opinion demanded that the League should accentuate its efforts in this direction, provided that its essential activities were not unduly curtailed. This attitude was supported by the Canadian delegation and by the various delegations representing the other nations of the British Commonwealth.

The Fourth Committee accepted the proposal of the Second Committee that a supplementary credit of 336,000 francs should be inserted in the budget for the work of the Monetary and Economic Conference.

The supplementary credit of 10,000 francs proposed by the Sixth Committee for the Committee on Arts and Letters was carried by a majority vote. The majority expressed the opinion that the League should do all in its power to bring together, under its aegis, scientists and men of letters for the purpose of promoting the work of moral disarmament.

With regard to the proposal which he had made to reduce the budget by 150,000 francs, the Secretary-General said that in consultation with the Supervisory Commission he would decide to which items the reductions would apply. This method of reducing the budget should not be regarded as a precedent, but as quite exceptional.

As adopted by the Fourth Committee and the Assembly, the budget for 1934 is as follows:—

	Francs
Secretariat and Special Organizations .....	15,892,161
International Labour Organization .....	8,257,876
Permanent Court of International Justice .....	2,538,827
Nansen International Office for Refugees .....	300,000
Buildings at Geneva .....	2,000,000
Pensions .....	1,838,941
Total .....	30,827,805

*Rationalization*

A long discussion arose on the question of the activities of the League. The majority thought that the Fourth Committee was not competent to make recommendations on the question of present activities and that it should warn the Assembly that further extension of the commitments of the League might result in financial difficulties. It was the desire of the Canadian delegate and clearly the general desire of the Committee that economies should be made, but that they should be reasonable and should not interfere with the essential work of the League.

The Committee adopted the Supervisory Commission's proposals with regard to the reorganization of the Information Section. While recognizing the necessity for reducing the personnel of the Section, stress was laid on the importance of not depriving the Press of effective contact with the Secretariat. The Honourable Philippe Roy took the view that the Section should be able to remain in contact also with countries which were not permanently represented among the journalists at Geneva.



FIFTH COMMITTEE  
(Social and Humanitarian Questions)

*Penal and Penitentiary Questions*

The Committee had before it the Standard Minimum Rules for the treatment of prisoners, revised by the International Penal and Penitentiary Commission in the light of the observations of the Governments and organizations consulted; and also a Report prepared by the Secretary General, at the request of the 1932 Assembly, on the activities of seven private international organizations and the current work of certain Committees of the League dealing with penal and penitentiary questions.

It was decided that the revised text of the Standard Minimum Rules should be submitted to Governments and that they should be asked whether, in view of their existing or proposed laws and regulations, they are in a position to consider the approval and the practical application of these rules in whole or in part. The question of an international convention on the treatment of prisoners has been left over pending a final decision on the Standard Minimum Rules.

*Protection and Welfare of Children and Young People*

The Fifth Committee discussed briefly certain matters relating to the reorganization of the Advisory Commission for the Protection and Welfare of Children and Young People. It noted that the field of work of the Committee on the Traffic in Women and Children was clearly defined, while that of the Child Welfare Committee was not. It considered that the latter Committee should be a centre of information, a centre of studies and a centre of action, and proposed that a plan of work for the Child Welfare Committee should be prepared as soon as possible, with particular reference to the work of its secretariat as a "documentation centre."

It was considered that the funds available for the Advisory Commission were not sufficient to enable it to perform the duties devolving upon it, and the hope was expressed that these funds would be increased as soon as possible.

As regards the composition of the Advisory Commission, which consisted of nine European and three non-European members, many delegates agreed with the suggestion made at the Commission's last session that the three new members to be added to the Commission should be appointed from among non-European countries. The Netherlands delegate made a reservation to the effect that the expression "non-European countries" should be interpreted as meaning countries entirely or partly outside Europe. Several delegates, including Dr. Riddell, opposed this interpretation, considering that European countries with colonies outside Europe should not be eligible for appointment to seats intended for non-European countries.

The Committee expressed the view that it would be advisable eventually to introduce a system of rotation among both the Government members and the assessors attached to the Advisory Commission.

The Committee noted that, during the past year, the *Child Welfare Committee* has continued its studies relating to the protection and education of blind children and the status of illegitimate children, and has begun to study, in collaboration with the International Labour Office, the effects of the economic crisis and unemployment on children and young people. The interest and importance of this work at the present time were emphasized by many speakers, including Dr. Riddell, who spoke of the attention being given to this matter in Canada.

The Committee expressed the hope that, as soon as circumstances permit, the Child Welfare Committee will be provided with the funds it requires to develop its activities.

The principal questions recently considered by the *Traffic in Women and Children Committee* relate to proposed amendments to the Conventions for the suppression of the traffic in women and children. The differences in national legislation and, in particular, the position in the countries maintaining the system of regulation have up to the present made it impossible to draw up the proposed amendments in a form that would be acceptable to a reasonably large number of States. The Committee therefore prepared a text covering the procuring of women of full age, even with their consent, for immoral purposes to be carried out in another country, and expressed the hope that the States would be able to reach agreement on this limited question. The Fifth Committee considered this document and recommended the Assembly to convene a Diplomatic Conference to draw up a final text for signature during the Session of the Assembly.

The Fifth Committee expressed general approval of the work done by the Traffic in Women and Children Committee and invited the Governments to continue their efforts for the suppression of the traffic in women and children.

#### *Traffic in Opium and other Dangerous Drugs*

The Fifth Committee noted with satisfaction that the Convention for limiting the manufacture and regulating the distribution of narcotic drugs drawn up in 1931, had come into force on 9th July, 1933, and that by the time the Assembly met the number of Parties to the Convention had risen to 39. We may add that the Convention was ratified by Canada on 17th October, 1932.

The Committee appealed to the Governments that had not yet ratified or acceded to the Convention to do so as soon as possible. It was glad to learn that the Supervisory Body set up under this Convention had begun its work of examining the estimates of the drugs required by the various States for the year 1934; and pointed out that the success of the Convention depended largely upon the careful and prompt preparation by Governments of their estimates every year. In connection with the application of this Convention, the Fifth Committee also recommended to Governments the Model Administrative Code drawn up by the Opium Advisory Committee.

Satisfaction was expressed at the reduction in the amounts of drugs from authorized factories in Western Europe that have recently found their way into the illicit traffic. On the other hand, the development of secret manufacture in Bulgaria, China and Turkey makes it clear that, when traffickers are deprived of one source of supply, they immediately endeavour to create another. The Committee emphasized the necessity for drastic control with a view to preventing such developments, and in this connection called attention to the draft international convention for the prevention of the illicit traffic, which has been submitted to Governments for their observations.

The Chinese delegate expressed apprehension regarding the policy followed in Manchuria and raised the question of the validity of the import certificates for narcotic drugs issued by the present authorities in Manchuria.

In view of the development of secret manufacture, the Committee considered more necessary than ever the steps that are being taken toward the convening of a Conference to consider the possibility of limiting and controlling the cultivation of the opium poppy and the cultivation and harvesting of the coca leaf. Considering, however, the difficulties in the way and the need for thorough preparatory work for such a Conference, it expressed the hope that a preliminary agreement would be concluded as soon as possible between the principal producing countries (Persia, Turkey, and Yugoslavia).

The Committee was glad to note that the United Kingdom, France and the Netherlands had ratified the Bangkok Agreement on the control of opium-

smoking in the Far East, and drew the attention of the other signatories (India, Japan, and Siam) to the importance of their ratifying the Agreement as soon as possible, so that it may come into force.

The Canadian representative on this Committee, M. Désy, drew attention to the exposed position of Canada as regards the illicit traffic in narcotics and to the measures taken by the Government with a view to its suppression. Now that imports and exports were being supervised and manufacture limited, he hoped that it would be found possible to limit the production of the raw materials of these narcotic drugs, which endanger the physical and moral well-being of mankind. The Canadian Government would support the efforts of the League in this direction, as it had done in the past.

#### SIXTH COMMITTEE (Political Questions)

##### *Protection of Minorities*

The question of minorities dominated the proceedings in the Sixth Committee. The Committee did not confine itself to the discussion of the operation of the Minorities Treaties at present in force for certain countries but dealt also with more general issues, such as the obligations devolving upon any State as a result of the Assembly resolution of 1922, or of the right of all citizens to equality in law.

Opening the debate, Herr von Keller, the representative of Germany, said that the hope entertained during the war that the reorganization of Europe would take into account the question of nationality had been disappointed in 1919 by the frontiers which had been established by the Treaties of Peace. But the solidarity of peoples bound by ties of blood, language, and culture, he was convinced, led them now to wish more than ever to be recognized as an entity. In view of this attachment to the "Volkstum," a particular nation had a natural right to consider that all its members, even those separated by frontiers, constituted a moral unity. For that reason, Germany could not agree that Germans abroad should be denationalized and assimilated. At the same time, Germany, consistent with herself, had no intention of trying to germanize other peoples. As far as the Jews were concerned, they gave rise to a special problem which should not be confused with that of minorities and which must be specially handled. The Jews in Germany were not a minority, and did not regard themselves as such.

In reply to Herr von Keller's argument, Mr. Ormsby-Gore, speaking on behalf of Great Britain, said he could but reject the idea of enforcing racial homogeneity, as well as the pseudo-right and duty of a State to concern itself with the citizens of the same race belonging to another State. This "Aryan" doctrine, he went on, could not apply to the British Empire. In the Empire, it had always been a cardinal principle that no persons should be debarred from holding any post under the Crown or in any profession, in the words of Queen Victoria, "by reason of race, colour or creed."

Passing to the question of Jews, Mr. Ormsby-Gore said that he would not have referred to it had not the German delegate queried whether they ought to regard them as a minority in any country. The Jews, he continued, had their racial identity, and they formed everywhere a minority which deserved the same treatment as all other minorities in all countries. What Herr Hitler had written regarding the Jews in Germany had made the English people uneasy, and he personally thought that the League ought to reaffirm solemnly the resolution passed by the Third Assembly in 1922, at a time when Germany was not yet a State Member of the League of Nations.

Referring to the German view regarding ethnical nationality or "Volkstum," Senator Bérenger (France) pointed out that many nations, such as the Swiss, were composed of several races. As to whether Jews were a minority, Jews themselves were not in agreement. The French and German Jews had long considered themselves assimilated by the tradition of a century of liberalism, but, in fact, there was a minority when there was a legal discrimination. The Jewish minority was created by directing discrimination against it. In conclusion, Senator Bérenger proposed the resolution which was finally adopted by the Sixth Committee.

M. Rappard said that Switzerland hoped that the future would not be characterized by a policy tending to make political and linguistic frontiers coincide where geography, history and, above all, the will of the people were opposed to it.

The Honourable R. J. Manion pointed out that in Canada friction had been removed by toleration, by justice to all classes, by mutual understanding, by an unfettered Press and particularly by free parliamentary institutions. Canada had largely settled her minority questions. She believed in two principles—respect for what M. Briand called the "sacred rights" of minorities, and the duty of minorities to be loyal and faithful citizens. He realized that conditions in Europe were different from those in Canada. In Europe, boundaries had been changed and groups of people placed under a different sovereignty. On the other hand, the people who had come from other parts of the world to Canada had accepted Canadian sovereignty and Canadian laws. As a result, the inhabitants of Canada to-day were united under the same sovereignty and devoted to the same ideals, and yet were diverse in race and culture.

The Sixth Committee adopted the following resolutions:—

1. The Assembly, reiterating the recommendation which it passed on September 21, 1922, expresses the hope that the States which are not bound by legal obligations to the League with respect to minorities will nevertheless observe in the treatment of their own racial, religious or linguistic minorities at least as high a standard of justice and toleration as is required by any of the treaties and by the regular action of the Council.

2. The Assembly considers that the principles expounded in resolution 1, which reaffirms the recommendation of 1922, must be applied without exception to all classes of nationals of a State that differ from the majority of the population in race, language or religion.

3. The Assembly requests the Secretary-General to inform the Council of the discussion that has taken place in the Sixth Committee on the question of minorities as a whole.

When the resolutions were being adopted, Herr von Keller said that he accepted the first and third draft resolutions. He added that his delegation was, on the other hand, not in a position to associate itself with the interpretation given to resolution No. 2. The resolution, in his opinion, could only be applied to minorities properly so-called, but there was a tendency in the discussions of the Sixth Committee to interpret the second resolution as concerned with the treatment of the Jews in Germany. This would be contrary to the principles which he had set forth in his remarks before the Committee.

### *Mandates*

As in previous years, the Sixth Committee had before it the annual reports of the mandatory Powers, the reports of the Permanent Mandates Commission and other documents relating to the execution of Article 22 of the Covenant during the past year.

The Committee again expressed its confidence in the mandatory Powers, the Mandates Commission and the Council. It congratulated them on the results obtained and expressed the hope that the spirit of co-operation would render possible further progress.

The negative conclusions recently arrived at by the Mandates Commission with regard to the proposal for a closer union between the mandated territories of Tanganyika and the neighbouring British possessions of Kenya and Uganda were commented on by several delegations, who paid a tribute to the care and impartiality with which the Mandates Commission examined this important problem with the loyal assistance of the Government of the United Kingdom. The British representative admitted that his Government saw possibilities of more effective co-operation between the territories in question particularly in respect of postal and telegraphic communications, but he added that this did not involve organic superstructure and that the question of closer political union between these territories was not now under consideration.

Reference was also made in the course of the Committee's discussions to the question of the conditions governing the purchase of material and supplies for public works in A and B mandated territories—one of the main aspects of the principle of economic equality—which the Mandates Commission studied with a view to facilitating in the future its task of supervising the application of the relevant rules.

The Committee further noted that the question of the demarcation of the frontier between Syria and Iraq, which it had considered last year, had been definitely settled and that the frontier was now fixed. As to the future independence of Syria, the representative of France said that he hoped the day would come when Paris would hand back its mandate in Syria to the League of Nations, but that moderation was perhaps more important than precipitation when the diverse elements which make up the population in Syria were considered.

Several delegations emphasized the importance of the development of the Jewish National Home in Palestine, in view of the number of Jews who were leaving Germany and seeking a permanent establishment. The British representative, however, doubted whether the Committee ought to go into the question of Jewish emigrants from Germany to Palestine, since this question was being dealt with by a friendly arrangement between British and German authorities in Berlin. It was also important, he said, that the increasingly improving relations between Jews and non-Jews in Palestine should not be disturbed.

The Sixth Committee considered that the League of Nations should renew its expression of confidence in the mandatory Power for Palestine, which is called upon to reconcile the obligations undertaken by it in connection with the establishment of the Jewish National Home with the rights of the native population on the one hand and the capacity of absorption of the territory on the other.

The Committee also expressed the hope that the native populations of mandated territories would suffer as little as possible from the consequences of the economic depression.

#### NANSEN REFUGEE OFFICE

The Sixth Committee noted the report of the Nansen International Refugee Office concerning the assistance extended during the past year to thousands of Russian, Armenian, Assyrian and Turkish refugees.

The Committee requested the Office, among other things, to continue its study of the question of the possibility of the transfer to Erivan of further groups of Armenian refugees. Moreover, in view of the growing difficulty of settling certain classes of refugees in Europe, the Committee appealed to coun-

tries which were desirous of developing their territories to co-operate with the Nansen Office in the settlement of refugees suited to their countries. In this connection the Committee was glad to learn that Brazil had already made offers for the settlement of families on very favourable conditions.

The Sixth Committee noted the measures taken by the Office, together with the Intergovernmental Advisory Commission for Refugees, with a view to the preparation of a draft convention for the protection of refugees. The principal points of this draft are as follows: the enjoyment of civil rights; security and stability for settlement and employment; facilities for travelling and for the exercise of professional, industrial and commercial occupations; admission to schools and universities; free access to law courts; and the validity of the Nansen certificate.

As regards the important question of expulsion, the Sixth Committee requested Governments not to expel a refugee until he had obtained permission to enter another country. It asked the Council to endeavour to give effect to this recommendation.

### *Slavery*

The 1932 Assembly decided to set up an Advisory Committee on Slavery, but failed to include the necessary appropriations in the budget. The Fourth Committee of the 1933 Assembly having sanctioned the credit proposed, the Sixth Committee concluded that the Council should very shortly appoint the Advisory Committee and convene it at a date early enough for the rules of procedure to be approved by the Council at its session in January, 1934.

The Sixth Committee further decided that the Advisory Committee should hold its first biennial session in 1935, and that this session should be devoted to the study of the information on slavery communicated by Governments.

### *Intellectual Co-operation*

The Sixth Committee also had under consideration the work of the Organization for Intellectual Co-operation. In the course of the discussion, it was recognized that the Covenant presupposes intellectual *rapprochement* and that the proposals for moral disarmament put forward by the Organization for Intellectual Co-operation bear witness at the same time to this high ideal and a desire for practical achievement. Consequently, one of the resolutions submitted to the Assembly draws the attention of the Disarmament Conference to the importance of these proposals.

Another resolution emphasized the value of the correspondence and conversations organized on the lines of the Frankfort meeting on Goethe and the Madrid Conversations on the future of culture. It expressed the hope that this experiment would be continued.

A third resolution acknowledged the value to the League itself of disinterested studies made in a spirit of scientific impartiality, such as those carried out with regard to State intervention in economic life. The Canadian representative, while associating himself with that expression of appreciation, felt bound to lay special stress on the requirement of impartiality, as a conference held last year under the auspices of the Organization had not, in his view, satisfactorily fulfilled that requirement. To prevent political views being injected into purely intellectual studies, he suggested that a greater supervision should be exercised in future over the meetings for which the Organization was responsible.

By other resolutions Professor Shotwell's proposal for the co-ordination of studies in the field of social and political sciences was approved, as well as the inclusion by the Committee on Intellectual Co-operation of atlases and dictionaries in the list of books covered by the procedure for the revision of school textbooks.

The Committee recommended the proposal of the International Museums Office that an International Historical Monuments Commission be set up, and instructed the Secretary-General to forward to Governments for their observations the preliminary draft Convention on mutual assistance between Governments with a view to the return of works of art illicitly removed from their respective national collections.

The Committee also called the attention of Governments to the preparatory work for the first International Congress on Education through the Cinematograph which is to be held at Rome in April next, and to the unfortunate consequences, as regards culture, of budget restrictions which curtailed the work of national educational institutes and scientific research.

*Co-operation of the Press in the Organization of Peace*

The problem of the co-operation of the Press in the organization of peace once more received the attention of the Sixth Committee. The Committee welcomed the initiative of the Spanish Government in convening in Madrid for November 7 a Press Conference to deal with the question of the spread of inaccurate news of such a nature as to imperil the maintenance of peace and good understanding between nations. It wished this Conference every success and expressed the hope that the next Assembly would be able to note its satisfactory results.

The Sixth Committee recalled the Thirteenth Assembly's resolution advocating the fullest possible publicity for League meetings and renewed its recommendation that the Secretariat should do its utmost to supply the Press with complete information concerning the work of the League.

APPROVAL OF COMMITTEE REPORTS AND RESOLUTIONS

The reports and draft resolutions of the Committees were approved at plenary meetings of the Assembly, except Resolution 2 of the Sixth Committee on the question of the protection of minorities, which was not adopted owing to the opposition of the German delegation. No report was submitted on the work of the Commission of Enquiry for European Union, as this Commission had not been able to meet since 1932. The Assembly therefore confined itself to renewing the mandate of the Commission for a year and including a report on its future work in the agenda of the Fifteenth Ordinary Assembly.

We are, etc.,

ROBERT J. MANION.

PHILIPPE ROY.

WALTER A. RIDDELL

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

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GENEVA

SEPTEMBER 10 - 27, 1934



OTTAWA  
J. O. PATENAUDE  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1935



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NOTE—Third Committee (Disarmament Questions) not constituted this year.

# Report of the Canadian Delegates to the Fifteenth Assembly of the League of Nations

TO HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL:

The Fifteenth Ordinary Session of the Assembly of the League of Nations was held in Geneva from September 10 to September 27, 1934.

Fifty-four of the fifty-seven States Members of the League were represented at the opening of the Session, those absent being Germany, Japan, and Salvador. During the course of the Assembly, the Union of Soviet Socialist Republics and Afghanistan acceded to the Covenant of the League, while Ecuador advised the Secretary General of its accession on the day following the adjournment of the Assembly.

Canada's delegation was headed by the Prime Minister and Secretary of State for External Affairs, the Right Honourable R. B. Bennett. The other Canadian delegates were Dr. O. D. Skelton, Under-Secretary of State for External Affairs, and Dr. W. A. Riddell, Dominion of Canada Advisory Officer accredited to the League of Nations. Mr. Jean Désy, Counsellor of the Canadian Legation at Paris, and Mr. J. S. Macdonald, Second Secretary in the Canadian Advisory Office, Geneva, acted as alternate delegates.

The proceedings of the Assembly were, in accordance with precedent, opened by the President of the Council, M. Eduard Benes, delegate of Czechoslovakia. In his opening speech, M. Benes frankly set forth the view that the world is passing through one of the greatest crises which mankind has ever known—a crisis in ideas and in morals, as well as in economic and social affairs—and that, in such a period, abnormal international relations are inevitable. Enumerating, as facts of exceptional gravity, the items generally held to constitute the debit side of the League's account—the withdrawal of Germany and Japan, the Manchurian problem, the unsettled Chaco dispute, and the failure of the Disarmament Conference, for which, however, he thought the League could not be held responsible—he held that a survey of the world situation served to make clear the innate strength of the League. Against failure in the Chaco could be placed the success of the League in settling the dispute between Peru and Colombia. Mention could also be made of the success of the League in the negotiations concerning the Saar Plebiscite. Several Great Powers and a large number of smaller States had recently shown greater attachment to the League than ever before and the co-operation of the United States of America was much closer than in former years. Moreover, a number of regional pacts concluded within the year constituted measures of essential importance for the safeguarding of peace. In these difficult times, he maintained, the task of the League is to carry on steadily and patiently all the practical work it can do and to sustain in every way the constructive forces that are available.

## ORGANIZATION OF THE ASSEMBLY

The election of the officers of the Assembly resulted as follows:—

*President:* Mr. M. R. J. Sandler (Sweden)

### *Vice-Presidents*

Sir John Simon (United Kingdom)

Baron Aloisi (Italy)

M. Barthou (France)

M. Schuschnigg (Austria)

Aga Khan (India)

M. Yevtitch (Yugoslavia)

It was decided, in view of the Disarmament Conference, that it was not necessary to convoke this year the Third Committee which usually deals with questions of disarmament. The remaining Committees were convened, as usual, under the Chairmen named:—

First Committee (Legal and Constitutional Questions): Count Raczyński (Poland).

Second Committee (Economic, Financial, Transit and Health Questions): Right Hon. R. B. Bennett (Canada).

Fourth Committee (Administrative and Budgetary Questions): Count Carton de Wiart (Belgium).

Fifth Committee (Social and Humanitarian Questions): M. Levillier (Argentine).

Sixth Committee (Political Questions): M. de Madariaga (Spain).

Agenda Committee: M. Lozoraitis (Lithuania).

Credentials Committee: Dr. Bado (Uruguay).

The Chairmen of these Committees, together with the President and the six Vice-Presidents of the Assembly, formed the General Committee or Bureau charged with the general direction of the work of the Assembly.

The Canadian Delegation was represented on the Committees as follows:—

*First Committee*

Mr. Jean Désy  
Dr. O. D. Skelton

*Second Committee*

Rt. Hon. R. B. Bennett (Chairman)  
Dr. W. A. Riddell

*Fourth Committee*

Rt. Hon. R. B. Bennett  
Dr. O. D. Skelton

*Fifth Committee*

Dr. W. A. Riddell  
Mr. Jean Désy

*Sixth Committee*

Dr. O. D. Skelton  
Mr. J. S. Macdonald

The Assembly adopted the Agenda set forth in Appendix I to this Report. It decided, however, in view of the close relationship between Item No. 4 of the Agenda—"Amendment of the Covenant of the League in order to bring it into harmony with the Pact of Paris"—and the work of the Disarmament Conference, to adopt the procedure followed in 1932 and 1933 and adjourn this subject to its next ordinary Session.

#### GENERAL DISCUSSION ON THE WORK OF THE LEAGUE

The general discussion which takes place each year on the Secretary-General's Report on the Work of the League since the last Session of the Assembly was considerably shorter this year than usual. It was generally felt that, in the existing circumstances, the League would establish its authority and increase its usefulness not by general observations addressed to the Assembly from the tribune but rather by carrying through to a practical conclusion the important matters which awaited treatment.

The discussion was marked, however, by a declaration of exceptional importance. By the Treaty of June 28th, 1919, concluded with the principal Allied Powers, Poland undertook to accord as an obligation of international concern, under the general supervision of the Council of the League of Nations,

certain rights to racial, religious and linguistic minorities included within its territories. In the intervening years, it frequently expressed a desire to have these guarantees of minority rights made general in their application. It also placed upon the Agenda of the Assembly a proposal for the conclusion of a General Convention on the Protection of Minorities. M. Beck, the Polish Foreign Minister, took advantage of the general discussion on the work of the League to make the following statement:—

“ Pending the introduction of a general and uniform system for the protection of minorities, my Government is compelled to refuse, as from to-day, all co-operation with the international organizations in the matter of the supervision of the application by Poland of the system of minority protection.”

The United Kingdom, France and Italy, signatories with Poland of the Treaty of June 28th, 1919, felt called upon to express their views on the position assumed by Poland.

Sir John Simon (United Kingdom) declared that the proposal that minority treaties which applied to Poland, and to certain other countries, be generalized in their application could be made the subject of a decision when the proposal came before the Sixth Committee. He took the position, however, that treaty obligations already entered into by any particular State could not be regarded as depending upon a decision which might be reached later upon more general proposals. Poland, he went on, had accepted certain treaty obligations with regard to minorities which included the guarantee of the League of Nations. It had further accepted a certain procedure, which is laid down in resolutions of the Council, concerning the manner in which this guarantee should be exercised—a procedure which clearly implied the co-operation of Poland. These resolutions became binding on Poland by reason of its acceptance of them, and it was clear that it would not be possible for any State to release itself from obligations of this kind, thus entered into, by unilateral action.

M. Barthou (France) associated himself unreservedly with Sir John Simon's conclusions. France, examining the problem exclusively from the point of view of respect for treaties, did not intend to preclude any possibility of modifications, the principle of which was accepted in the minority treaties themselves, but could not agree that it was open to a single Power to proceed unilaterally to these modifications—still less to a denunciation—outside the procedure provided for, or without negotiating with the other contracting parties.

Baron Aloisi (Italy) took the position that, if the object of M. Beck's statement was to lead up to new regulations better adapted to existing circumstances, the question reduced itself to a problem of revision. Italy was the first country to put forward the general principle that treaties should be adapted to changing circumstances. But, at the same time, Italy had always asserted that existing treaty obligations must be respected until replaced by new provisions.

It should, perhaps, be noted also that in the course of the general discussion the Austrian Foreign Minister, M. Berger-Waldenegg, after outlining briefly the difficulties experienced by his country in the fight to maintain its national integrity, requested the Assembly to accord Austria the support necessary to ensure the maintenance of its security, and to facilitate the economic consolidation which is the essential condition of that security. No action, however, was taken on the matter by the Assembly. Concurrently with the close of the Assembly, however, the representatives of the United Kingdom, France and Italy reaffirmed the separate, though identical, Declarations of the Powers of February 17th, 1934, regarding the necessity of maintaining the independence and integrity of Austria, in accordance with the treaties in force.

## ENTRY OF THE UNION OF SOVIET SOCIALIST REPUBLICS INTO THE LEAGUE

The question of Soviet admission first came before the Assembly on September 17th when the President communicated to it the text of a telegram sent two days earlier to the Government of the Soviet Union, on behalf of the delegations of Abyssinia, Albania, Australia, Austria, United Kingdom, Bulgaria, Canada, Chile, China, Czechoslovakia, Estonia, France, Greece, Haiti, Hungary, India, Iraq, Italy, Latvia, Lithuania, Mexico, New Zealand, Persia, Poland, Roumania, South Africa, Spain, Turkey, Uruguay and Yugoslavia, inviting it to join the League of Nations and give the League its valuable collaboration in the task of maintaining and organizing peace.

At the same time, the President placed before the Assembly a letter addressed to the Council by the first delegate of Sweden, on behalf of his own delegation and of the delegations of Denmark, Norway and Finland, pointing out that the Governments of Sweden, Denmark, Norway and Finland had informed the Soviet Government through the ordinary diplomatic channel of their decision to vote in favour of its admission to the League and adding that the delegations in question would have been authorized to associate themselves with an invitation to that effect had such an invitation been issued by the Assembly itself.

The reply of the Soviet Government, after acknowledging the telegram and the letter under reference, set forth its willingness to become a member of the League in the following terms:—

“The Soviet Government, which has made the organization and consolidation of peace the main task of its foreign policy, and has never been deaf to proposals for international co-operation in the interests of peace, considering that, coming as it does from an overwhelming majority of Members of the League, this invitation represents the real will to peace of the League of Nations, and their recognition of the necessity of co-operation with the Union of Soviet Socialist Republics is willing to respond to it, and become a Member of the League, occupying therein the place due to itself, and undertaking to observe all the international obligations and decisions binding upon members in conformity with Article 1 of the Covenant.

“The Soviet Government is especially glad to be coming into the League at a moment when the question of the amendment of the Covenant in order to bring it into harmony with the Briand-Kellogg Pact, and to banish completely international warfare, is being considered by it.

“Since Articles 12 and 15 of the Covenant leave it open to States to submit disputes to arbitration or judicial settlement, the Soviet Government considers it necessary to make it clear that, in its opinion, such methods should not be applicable to conflicts regarding questions arising before its entry into the League.”

The question of the entry of the Union of Soviet Socialist Republics into the League of Nations was referred to the Sixth Committee, where, following a discussion which is briefly summarized in the section of this Report dealing with the proceedings of that Committee, a decision was reached to recommend its admission.

The following day the question again came before the Assembly in plenary session, and, after a brief discussion, largely recapitulating points of view already advanced in the Committee, the Assembly, by 39 votes to 3, with 7 abstentions, adopted the recommendations of the Sixth Committee that the Union of Soviet Socialist Republics be admitted to the League.

The Soviet delegation, headed by M. Litvinoff, the Soviet Foreign Minister, thereupon occupied the seats allotted to it upon the floor of the Assem-

bly and was welcomed by the President, who declared that the day marked a decisive point in the history of the League, which had been strengthened by the admission of a new Member bringing into the scale of international co-operation the weight of a population of a hundred and sixty millions of people, playing an extremely important part in the life of two continents.

M. Litvinoff, in reply, said that the entry of the Soviet Union derived its significance from the circumstances in which it took place, and the evolution of the relations between the Soviet Government and the League of Nations which led to it. Had Soviet representatives taken part in drawing up the Covenant of the League, they would have objected to certain of its Articles. In particular, they would have objected to the provision in Articles 12 and 15 for the legalization, in certain instances, of war, and that was the reason he had expressed, in his letter to the President of the Assembly, satisfaction at the proposals to alter these Articles. Further, the Soviet Government would have objected to Article 22 on the system of Mandates. It deprecated also the absence in Article 23 of an understanding to ensure race equality. These objections, however, had not been important enough to prevent the Soviet Union from entering the League, especially since any new member of an organization can be morally responsible only for decisions made with its participation and agreement.

In conclusion, M. Litvinoff referred to the question of disarmament. Thirty delegations had just declared that the mission of the League was to organize peace, and that the success of that mission required the co-operation of the Soviet Union. The failure of the Disarmament Conference, he considered, compelled them to seek more effective means of averting war than "paper obstacles." Nor would he overrate the opportunities and means of the League for the organization of peace, knowing how limited these opportunities were, and that the League did not possess the means for the complete abolition of war. A great deal could be done, however, to diminish the danger of war breaking out. The Soviet Government, he concluded, had come to combine its efforts with those of other States and its will to peace would make itself felt.

The procedure followed with respect to the entry of the Union of Soviet Socialist Republics into the League represented to some extent a departure from the normal procedure under Article 1 of the Covenant governing the admission of States into the League. The normal procedure, however, had been varied in recent years in connection with the admission of Mexico and Turkey, when the Assembly, by unanimous resolution, invited these States to accede to the Covenant and waived the customary examination followed in the admission of new Members. The opposition of several Member States to the admission of the Soviet Union made a unanimous invitation impossible and, in the circumstances, rendered necessary the procedure adopted.

#### THE ADMISSION OF AFGHANISTAN

The Kingdom of Afghanistan was admitted to membership in the League by the unanimous vote of the Assembly.

#### ELECTIONS TO THE COUNCIL

The three non-permanent seats on the Council, made vacant by the retirement of China, Panama and Spain on the expiration of their three years' term of office, were filled on September 17th by the election of Turkey and Chile and the re-election of Spain for the three years ending in 1937. The following day, the Union of Soviet Socialist Republics having been named a Permanent Member of the Council in accordance with the provisions of Article 4 of the Covenant, M. Litvinoff took his place at the Council table.

## FIRST COMMITTEE

(Legal and Constitutional Questions)

*Credentials of Delegates to the Assembly*

On the report of the Credentials Committee that certain of the forms adopted by Member States in accrediting their delegates to the Assembly were open to objection and might one day cause difficulty in connection with important Resolutions for which unanimity is necessary or important elections of which the result is doubtful, the First Committee was called upon to consider what documents were to be regarded as credentials within the meaning of the rules of procedure of the Assembly. It was further asked to consider whether it would not be desirable to amend the rules of procedure to provide that the credentials of delegates to the Assembly should be sent to the Secretary-General one week before the opening of the session.

The Committee proposed, on a report of a sub-committee which examined the situation in detail, that, since delegates to the Assembly are not Ministers Plenipotentiary accredited to a Government, the word "credentials" should be replaced by the words "full powers" and that the "full powers" should be issued by the Head of the State, the Minister for Foreign Affairs or other authority possessing similar or equivalent powers. It further proposed that the rules of procedure be amended to provide that the full powers of representatives should be delivered to the Secretary-General, if possible, one week before the opening of the session.

In order to bring the text of the rules of procedure into conformity with the practice which had been found more convenient in recent years, the Committee recommended that the Credentials Committee should be elected by the Assembly on the proposal of the President, instead of by secret ballot. At the same time, it recommended, with a view to avoiding an even number of members on the Credentials Committee, that membership be increased from eight members to nine members.

*Interpretation of Article 15 of the Covenant*

When the dispute between Bolivia and Paraguay came before the Sixth or Political Committee of the Assembly, the representative of Paraguay, M. Caballero de Bedoya, took the position that, in view of the state of hostilities existing between the parties, the Assembly, while authorized under the Covenant to apply the procedure of conciliation laid down in paragraph 3 of Article 15, could not legally go beyond the phase of conciliation and apply the procedure of paragraph 4 of Article 15, which envisages, without the concurrence of the parties to the dispute, the drawing up and publication by the Assembly of recommendations for the settlement of the dispute. He based his plea upon the words in the first paragraph of the Article "any dispute likely to lead to a rupture," and his principal argument was that the dispute, which had actually led to a rupture, did not come within the meaning of the words "likely to lead to a rupture." For these reasons, M. Caballero de Bedoya stated that his Government desired to raise forthwith the question whether the provisions of paragraph 4 and the following paragraphs of Article 15 of the Covenant could be applied integrally by the Assembly to the case of an existing and legally declared war between two Members of the League, in particular, when the Council had already had the question of this war laid before it under Article 11 of the Covenant.

The First Committee, charged with the examination of legal and constitutional questions coming before the Assembly, was thereupon called upon for a legal opinion on the question of the applicability in its entirety of Article 15 of the Covenant to the dispute between Bolivia and Paraguay.

The Committee took the position that the view entertained by the representative of Paraguay was not well founded. In its opinion, the words "dispute likely to lead to a rupture" meant that only disputes having a certain degree of gravity were to be dealt with. In a case where a rupture had actually taken place, there was still stronger reason for the Council or the Assembly to deal with it. If it were necessary to prevent war, it was still more necessary to re-establish peace. To exclude the applicability of Article 15 in a case where war existed would be to admit that the Covenant entitled States in conflict to withdraw from their obligations under it by provoking a rupture. The Committee therefore expressed the opinion that Article 15 of the Covenant was applicable in its entirety even in a case where the parties were at war.

*Prohibition, under the Provisions of the Covenant, of the Supply of Arms and War Materials to Belligerents*

In the course of the discussion in the Sixth Committee on the dispute between Bolivia and Paraguay, the Italian representative explained that his Government, while adhering to the proposal for an embargo on the supply of arms and war materials to Bolivia and Paraguay, took the view that an embargo on war materials for belligerent countries was not a measure which should be adopted outside the procedure provided for in the Covenant for the settlement of a dispute, and without previously determining which State or States could be deemed responsible for the dispute. He pointed out that Article 11 of the Covenant, which up to the present had been applied to the dispute between Bolivia and Paraguay, does not contemplate any such measure, and submitted that the prohibition of the exportation of arms and war materials to belligerents raised a question of principle which required consideration from the standpoint of pure law, and, in particular, from that of the interpretation of the Covenant.

The question was accordingly submitted to the First Committee, which, after an exchange of views, agreed on a report distinguishing between (1) the issues which arose in the particular case of Bolivia and Paraguay and (2) the more general question of prohibiting, under the provisions of the Covenant, the supply of arms and war materials to belligerents.

With respect to the former question, the Committee took the view that the Members of the League of Nations which had imposed the embargo had been able to do so without the application of any of the Articles of the Covenant. This was a lawful act performed in the exercise of their sovereignty and did not conflict with any provision of the Covenant. It was motivated by a desire, in the general interest, to put an end to a war—an object Members of the League were eminently qualified to seek.

With respect to the latter question, the general principle involved, the Committee reported that the discussion raised problems of a very complicated nature which could not be solved in the space of a few days. It recommended, therefore, that the Council be requested to appoint a special committee for the purpose.

SECOND COMMITTEE

(Economic, Financial, Transit and Health Questions)

*Economic Questions*

The Second Committee, within whose competence falls the task of surveying and interpreting to the Assembly the experience of the past year in the sphere of international economic activities as well as of discussing and examining proposals for future action, met this year at an important juncture in the development of commercial policy. It found the dominant characteristic of the present economic situation to lie in the contrast between, on the one hand, the economic recovery which is taking place in many countries, and, on the other, the continuation of



the strain upon international economic equilibrium. It was estimated that, during the year 1933, industrial output in the world as a whole was some twelve to thirteen per cent greater than in 1932. This improvement has continued in most countries during the course of the present year. The recovery, however, has been almost wholly in national markets. The value of world trade has continued to decline, and the volume of goods entering into international commerce has shown only a very small increase. Economic and financial relations between countries remain strained, with foreign exchange markets apprehensive of further disorganization, international capital movements paralyzed, and new impediments to international trade still further restricting the exchange of commodities in many areas.

This contrast between domestic recovery and international stagnation, the Committee considered, was due very largely to the measures adopted by various Governments with a view to lessening the impact of the depression upon the countries for whose affairs those Governments were responsible. The result in the international field, however, has been the establishment of a price disequilibrium which is proving extremely difficult to adjust.

The discussion of this problem in the Second Committee, as in the meeting of the Economic Committee of the League in July, centred round questions of currency stability, exchange control, quota restrictions and other aspects of international commercial policy, all of which were found to be profoundly affected by the widespread tendency to increase the measure of "controlled economy." It was generally agreed that the League should watch for and investigate the possibilities for common action in the field of economic relations, and that the international situation should not be permitted to drift from bad to worse owing to lack of advice or initiative.

One particular aspect of the problem of the restoration of international trade and exchange was emphasized by a number of delegations—namely, the extreme agrarian protectionism in some industrial countries which is detrimental to the trade of agricultural countries and is liable to retard world recovery. Stress was laid during the course of the discussions on the extent to which the demand of agricultural countries for industrial goods is limited by their inability to sell their products in industrial countries which have increased their agricultural protection. These delegations expressed the opinion that an investigation of this problem might contribute towards elucidating the reasons for certain of the difficulties the world was encountering at the present moment and might also point to some methods of initiating a revival of the international exchange of goods.

It was recognized that the present state of affairs in international economic relations was due to the prominence given to sociological and political considerations, rather than to purely economic conceptions in the management of the economic system of a great number of countries, and that this situation had acquired a degree of permanency of which account had to be taken if any hope of overcoming the stagnation in international trade was to be entertained. The Committee concluded that a return to international political co-operation was an indispensable prerequisite to the successful re-establishment of a sound basis for international economic intercourse.

An important question was brought before the Committee by M. Lamoureux, delegate of France, who proposed that the Economic and Financial Organization of the League should be instructed to undertake a comparative study of the various types of Compensation and Clearing Agreements in force in various countries and to collect statistics showing the scope and efficacy of each of them. He pointed out that more than one hundred Agreements of this kind had been entered into in the course of the past two years and that, originally devised as a method of overcoming disturbances in trade between countries applying exchange restrictions or import quotas, they are now playing an important and ever-increasing part in the regulation of international economic relations. He con-

sidered, therefore, that an accurate and complete report on this subject would be useful for every country. In the first place, it would bring out the merits or demerits of the compensation system and would show whether it should be maintained, developed or abandoned. In the second place, it should enable individual Governments to make any necessary improvements in their own commercial policies in the light of the methods followed and the results obtained in other countries.

M. Lamoureux recognized that the conclusion of bilateral Compensation and Clearing Agreements might lead to the accumulation of outstanding debts, the strain of which would be rendered more and more difficult by reason of the fact that certain countries found it impossible to balance their imports from one country by their exports to that country, and agreed that this dangerous weakness might be remedied by the conclusion of agreements under which the compensation system would be brought into force not merely between two countries but between several countries.

On a motion of the United Kingdom delegation, it was agreed that the enquiry to be undertaken should not be limited to the technical aspects of Compensation and Clearing Agreements, but should extend also to the causes which have led to the conclusion of such Agreements and the results obtained.

It was also agreed that adequate consideration should be given, not only to the European aspects of the Agreements in question, but also to their effect on the Overseas countries and on the relations between the latter and Europe.

The Committee welcomed the action of the League Economic Committee in undertaking the study of the question of the tourist traffic considered as an international economic factor. It was noted that studies were contemplated on the following points:—

- (1) Improvement and standardization of methods of compiling tourist statistics;
- (2) Simplification of unnecessary and excessive formalities hampering the development of tourist traffic;
- (3) Preparation of a joint tourist program between certain countries.

#### *Work of the Financial Committee*

The Committee reviewed the work which had been done during the year by the Financial Committee with a view to consolidating the finances of Austria, Hungary and Bulgaria. It was noted that in all these three countries there had been some improvement in the general economic situation but that the Clearing Agreements into which Hungary and Bulgaria had entered had tended to render it increasingly difficult for them to obtain the foreign exchange necessary for their purchase of raw materials and for their debt service.

In the Report of the Second Committee last year the hope was expressed that it might prove possible for the Financial Committee to deal also with problems of a more general character than those with which it had been occupied in recent years—financial reconstruction of Austria, Hungary, Bulgaria, etc.—including such as would be of direct concern to Overseas as well as to European countries. The Committee further expressed the hope that the Council, both in the questions it referred to the Financial Committee and in the determination of the Committee's composition, would bear this consideration in mind.

Mr. Loveday, Director of the Financial Section of the Secretariat, appeared before the Committee and outlined the work that had been done on the problem of the comparability between the statistics of the origin of imports, on the one hand, and the destination of exports, on the other, pointing out that the Committee of Statistical Experts had reached the conclusion that no effective comparability could be secured by the universal adoption of any particular system of recording statistics, for the reason that, in the majority of cases, exporters have

no precise information of the final destination of a large proportion of their exports. The most reliable information on the final destination of exports could best be obtained from the import statistics of countries receiving those exports.

In this connection, attention was directed to the recommendation of the Council that all Governments parties to the International Statistical Convention of 1928 which do not at present record their imports by country of origin should prepare a supplementary annual record of the commodities contained in the special list to be drawn up by the Statistical Committee on the basis of that system, and inviting all other Governments to collaborate in this field by taking similar measures so that the information to be secured might be as comprehensive as possible.

Attention was also directed to the recommendation of the Council authorizing the Secretariat, subject to the approval of the Assembly, to collect and publish the data in question, and, until these supplementary particulars are available, to compile and publish preliminary statistics of a similar nature on the basis of existing annual trade returns.

The Second Committee approved this recommendation in principle.

#### *Work of the Communications and Transit Organization*

The work of the Communications and Transit Organization was considered on the basis of a report submitted by the delegate of Chile, M. de Porto-Seguro. In his report, M. de Porto-Seguro remarked that the Organization, which at first had devoted its chief attention to the preparation of general conventions laying down certain principles of international law in the matter of communications, had been able to enter more and more fully into the details of the special questions coming within its province, and to adapt its activities to changing needs.

Entering upon more technical fields, the Rapporteur noted briefly that, in the matter of road traffic, the Organization was seeking to bring about regulations for level-crossing signals; as regards transport by rail, studies had been continued with a view to framing model conventions to facilitate the conclusion of bilateral agreements regarding frontier stations; in the matter of air navigation, efforts had been made to conclude an international agreement regarding Customs exemption for liquid fuel used for air transport; in connection with maritime navigation, the Advisory and Technical Committee of the Organization was to consider at its next session the measures which might be taken to facilitate the international unification of tonnage measurement and the conclusion of agreements on this subject.

With regard to maritime navigation, M. de Porto-Seguro drew the attention of the Committee to a fresh question which had been submitted to the Organization at the request of the Government of the United Kingdom, which pointed out that the pollution of the sea owing to the discharge of oil and oily water was increasing. A draft Convention had been adopted by an International Conference held at Washington in 1926, but, since then, no agreement based on the conclusions of that Conference had been reached. It had been represented to the United Kingdom Government that certain evidence had accumulated in the last eight years which might alter the views expressed during that Conference, and which in any case deserved further international consideration.

The views set forth by the United Kingdom Government were referred to the Advisory and Technical Committee for Communications and Transit, on the understanding that, after an initial inquiry, the Transit Organization would convene experts belonging to the various countries concerned to study the problem more closely. If, as the outcome of this examination, it should be found desirable to recommend the conclusion of a convention on the matter, a memorandum would be submitted to the Council setting forth the object of such a convention and the advantages which might ensue.

Referring to that part of the report which dealt with the communication received from the United Kingdom regarding the pollution of navigable waters by oil, Dr. Riddell informed the Committee that the Canadian Government had given a good deal of attention to the question, and would whole-heartedly support every effort which might be made to avoid further pollution of coastal waters.

It may also be noted that this year, for the first time, the Second Committee had before it a special report on the working of the wireless station of the League of Nations. This special report, which will in future be published annually, made it possible to appraise the importance of the services rendered by the station during the first two years of its activities.

### *Health Questions*

The work of the Health Organization was reviewed by the Second Committee upon the report of Dr. Riddell, who commended the Organization for the balance which it had maintained between its more permanent activities arising out of treaty obligations and the undertaking of certain essential tasks, such as that of the Epidemiological Service and of the technical commissions, and those which were undertaken to meet pressing current needs. While urging concentration of effort on the activities of the first category during the present difficult period, he recognized that the temporary or occasional activities had been very wisely chosen since they dealt with matters of widespread interest and urgent need. In this connection, he mentioned the collaboration in health matters with the Governments of various countries, such as assistance in the reorganization of sanitary services in Greece and China, and the study of factors influencing health, such as pellagra in Roumania and public nutrition problems in Chile.

A large number of delegates took part in the discussion. The delegates of France and Poland emphasized the close relationship between health and public economy. In this connection, the representatives of Italy and Mexico urged the importance of large scale public works to combat unemployment, insisting that public works in the field of hygiene should be given priority.

The delegate of Hungary considered that enquiries should be made into the possibilities of extending the consumption of wheat to under-nourished populations.

The delegate of India recalled the proposal made by his Government in 1932 to organize a rural hygiene conference for Far-Eastern countries, and expressed the hope that the conference would be convened at a not-too-distant date.

The representative of the Union of South Africa proposed that a Pan-African health conference should be held in Capetown in the autumn of 1935 with the following agenda: sanitary and medical services in rural districts; the health of natives and the organization of medical services for natives; protective measures against the introduction of yellow fever; prophylactic measures against plague, eruptive fevers and other diseases.

The Second Committee approved the Rapporteur's conclusions and requested the Council to communicate to the Health Organization the suggestions of a technical order in his report.

### *Co-operation of the Press in the Organization of Peace*

The question of the co-operation of the Press in the organization of peace, which has been discussed by the Third and Sixth Committees at previous sessions of the Assembly, was this year referred to the Second Committee.

The Committee considered the results of the Second Conference of Government Press Bureaux and Press Representatives, held in Madrid in November, 1933, to examine whether concrete proposals could be made with regard to

certain of the main recommendations submitted by the Press organizations in the course of the enquiry conducted by the League into the means of preventing the spread of false information which might threaten to disturb the peace of the world and the good understanding between nations.

The Committee noted the results of the Madrid Conference and expressed the hope that the proposed enquiries into the technical and financial means of putting an end to the spread of false news and in regard to the correction of false news appearing in the Press might prove successful. The Council was requested to authorize the Secretary-General to facilitate the preparation for and organization of the next Press Conference by lending the services of the appropriate sections of the League Secretariat, if such services were desired by the Government convening the Conference.

#### *Assistance for Refugees Coming from Germany*

A statement was made to the Committee by the representative of the United Kingdom on the work of assistance which the 1933 Assembly initiated for refugees coming from Germany. It appeared from that statement that a large measure of assistance had been given through private organizations without any charge on public funds, while great progress had been made with the constructive task of settlement. Over one million pounds had been raised, chiefly in the United States and in the United Kingdom. The 25,000 francs advanced by the League to cover the initial expenditure had been repaid.

The Committee thanked the United Kingdom delegate for his statement and decided to communicate its congratulations to the High Commissioner for Refugees for the splendid results achieved.

### FOURTH COMMITTEE

#### (Administrative and Budgetary Questions)

#### *Financial Position of the League*

The general discussion on the financial position of the League, including the International Labour Office and the Permanent Court, was inaugurated by statements from the Secretary-General and the Chairman of the Supervisory Commission. The Committee was gratified to learn that, since the 1933 Assembly, the financial situation of the League had much improved. Not only had it been possible to close the year 1933 with a surplus, but, should nothing unforeseen hamper the efforts to economize, it should be possible to balance the accounts for the current financial period. On September 8th, 74 per cent of the 1934 Budget had been received, as compared with 57·8 per cent of the 1933 Budget on October 6th, 1933. Further, while in September of last year both the International Labour Office and the Permanent Court of International Justice were indebted to the Working Capital Fund, such advances as had been made to these organizations in 1933 and 1934 had been repaid or will be covered by appropriating for the purpose part of the 1933 surplus.

There was much less criticism this year than for several years past respecting the practice of "over-budgeting." The Committee realized that, if contributions were regularly paid, it would not be necessary to ask for larger credits than were required for the actual expenditure of the League. It generally shared the opinion of the Supervisory Commission that the various proposals which had been suggested, to ensure that the League's income would more closely correspond to budgeted expenditure, would clearly lead to even greater inconvenience than the present system; that the only remedy for the present unsatisfactory position lay in the solution of the question of contributions in arrears; and that the general principles hitherto followed in estimating should continue to apply.

*Budget for 1935*

The Supervisory Commission, in agreement with the Secretary-General, decided to present the Budget for 1935 in a new form to bring it into harmony with the development which has taken place during the past few years in the financial organization and administrative practice of the League.

It will be recalled that the main feature of the Budget for the years 1922-1934 was that, in addition to the estimate for the general services of the Secretariat—including personnel, maintenance and office expenses—there was provided for each of the main activities of the League a separate Budget covering meetings of committees and conferences, printing, staff and incidental expenses, necessitating elaborate calculations to ascertain the cost of given categories of expenditure for the whole of the organization. Under the new arrangement, the estimated expenses are grouped not only according to their nature but also according to the degree of responsibility assumed for their origin and operation. Thus, all travelling expenses are grouped under one sub-head, all removal expenses under another, and cablegrams and telegrams under a third. Again, the items which owe their creation to explicit decisions of the Council or the Assembly are shown separately; and all expenses for which the Secretary-General is directly responsible and which can be accurately estimated are also dealt with separately. In order, however, to enable the Assembly to ascertain the cost of the various activities undertaken by the League, auxiliary budgets in respect of each of the special organizations appear as Annexes to the main Budget.

The Fourth Committee considered that the new structure of the Budget presented distinct advantages over the old one. The general opinion, however, which was shared by the members of the Supervisory Commission, was that further improvements might be made when the 1936 Budget was prepared, particularly by giving fuller references, in the summaries of items, to the details shown in the various auxiliary Annexes.

The Secretary-General, in submitting the estimates, called the attention of the Committee to the fact that, since 1932, the estimates submitted to the Assembly had shown a steady reduction. The figures were as follows: 1932, 33,687,000; 1933, 33,429,000; 1934, 30,827,000; and 1935, 30,461,000 gold francs.

Turning to the estimates for the Secretariat, he pointed out that the reduction was even more marked than that in the general estimates, although account had been taken of the annual statutory increments and provision had been made for the transfer of the Secretariat to the new League buildings. The chief reduction had been on salaries, fifty-eight positions having been abolished.

Certain delegates expressed the opinion that the margin between the 1933 actual expenditure and the 1935 estimates might have been still further reduced. In reply to these observations, the Chairman of the Supervisory Commission explained that it was the Supervisory Commission's duty to fix the estimates for meetings on the basis of a maximum length and attendance. Further, the estimates included two large credits in respect of unforeseen expenses which successive Assemblies had decided to keep at the present figure in order that the Council should not be prevented through lack of means from taking action in the case of emergency.

The Committee, when examining the salary credits of the Secretariat, considered the question of the recruitment of the staff and particularly of Members of Section. On the proposal of the delegate of the Netherlands, the Committee recommended that, as a general rule, new officials should always be appointed at the minimum salary of their category unless no candidate having the necessary qualifications and prepared to accept service on those conditions can be found.

As regards the staff of the International Labour Office, the Committee recalled that, in last year's report to the Assembly, the Supervisory Commission

had said that all economies to be effected through contraction of the lower staff and concentration of services had already been effected in the Office. In the Budget before the Committee considerable reductions had been made in the higher staff. A further step which had been taken was the substitution of temporary for permanent appointments. Thirty-five of these posts had been converted into temporary posts, and the resulting economy amounted to about 144,000 francs. It was noted, however, that the International Labour Office had not yet reduced its staff to the level of the establishment agreed to by the Office itself. As the figure aimed at was 151, no fewer than twenty-six posts of Member of Section still required to be suppressed.

In reply to a question, the Committee was informed that it had not been decided what contribution would be paid by the United States of America to the expenses of the International Labour Organization, of which it had become a Member on August 20th, 1934. The amount of the United States' contribution would be taken up with the authorities at Washington by the Governing Body of the International Labour Organization.

The Budget for 1935, adopted by the Fourth Committee, is as follows:—

	Gold francs
Secretariat.. . . . .	15,041,388
International Labour Office.. . . . .	8,686,046
Permanent Court of International Justice.. . . . .	2,535,646
Permanent Central Opium Board.. . . . .	114,984
Nansen International Office for Refugees.. . . . .	280,000
Buildings in Geneva.. . . . .	2,209,000
Pensions.. . . . .	1,772,600
	30,639,664

#### *Apportionment of Expenses*

The Fourth Committee considered a report submitted by the Committee on the Allocation of Expenses, whose function it is to determine the basis of assessment for the contributions of member States. It will be recalled that in 1925 the Committee was asked to follow the economic development of the various countries with a view to submitting a revised scale to the Assembly of 1928, and that it was subsequently decided by the Assembly to postpone the submission of this revised scale until 1934. At the 1933 Assembly, however, it was agreed that the Committee should endeavour to submit to the 1934 Assembly a temporary scale if, as was feared, conditions made it impossible to draw up a final scientific scale.

In pursuance of these instructions, the Allocation Committee submitted to the 1934 Assembly a report stating that, as a technical body bound to base its conclusions on the evidence available to it, it was unable at present to submit to the Assembly a revised scale. Although the existing scale might involve an injustice to one State or another, it could not, on the basis of technical evidence alone, suggest modifications which might not create a new injustice. In the present state of affairs, the economic data were not sufficiently complete or conclusive to serve as a basis for a new scale of contributions. The Committee decided it could not recommend the adoption of either of the tests put forward at the preceding Assembly, namely, war budgets and budgets for foreign affairs.

It was decided, subject to minor changes hereafter mentioned, which will not affect Canada, that the present scale shall remain in force for the year 1935. As a result, Canada's contribution for 1935, which under the existing scale is based on 35 units, will amount to 1,060,312 gold francs, i.e. five thousand francs less than for 1934.

The contribution of the Union of Soviet Socialist Republics was provisionally fixed at 79 units, and that of Afghanistan provisionally fixed at 1 unit.

As the entry of the Union of Soviet Socialist Republics will render a certain number of units available, the Fourth Committee decided that twenty units should be distributed for the year 1935 by the Allocation Committee in reduction of the contribution of those States which, in its opinion, have the strongest claims to relief.

As a result of observations submitted by Dr. O. D. Skelton (Canada) and certain other delegates, it was made clear that States with contributions in arrears should not receive preferential treatment in the allocation of the units. An exception was made for China, which had complained that a settlement of its case had been postponed from year to year. It was agreed that its request should be considered forthwith by the Allocation Committee and proposals concerning it submitted to the next Assembly.

#### *Contributions in Arrears*

Considering the question of unpaid contributions for the financial years previous to December 31st, 1933, the Fourth Committee recommended that the Assembly appoint a special committee, composed of representatives of the United Kingdom, Belgium, Mexico, Norway and Czechoslovakia, to sit at intervals from now until the next session of the Assembly with full power, subject to ratification by the next Assembly, to negotiate and conclude arrangements with States in arrears for the equitable settlement of the amount of their debt in respect of arrears outstanding at the end of 1932.

The Fourth Committee recommended that the Argentine Republic, which, prior to its formal adhesion to the Covenant in 1933, stood in a special relationship to the League, should not be regarded as being in arrears for the four years 1929 to 1932.

The Committee also recommended that, in future, payments made by a State in arrears should be applied towards the reduction of the arrears due by that State and not on account of its current contribution, it being considered unreasonable that in such cases the debtor should have liberty to decide to what purpose the payments made should be appropriated.

A proposal by the United Kingdom delegation, made with a view to affording relief to the smaller States most seriously affected by the economic depression, that all States having permanent seats on the Council should pay equal contributions, met with considerable opposition and was referred to the next Assembly for further consideration.

#### *Elections to the Supervisory Commission*

Lord Meston of Agra and M. Hambro were re-elected to the Supervisory Commission. Mr. Cremins, resident delegate in Geneva of the Irish Free State, was elected to the Administrative Board of the Staff Pensions Fund.

### FIFTH COMMITTEE

#### (Social and Humanitarian Questions)

#### *Traffic in Opium and Other Dangerous Drugs*

The Fifth Committee had before it a memorandum prepared by M. Casares, delegate of Spain, on the handling of opium questions by the League, dealing more particularly with the work of the Drugs Limitation Convention of 1931 in its first year of operation. It was pleased to note that the system of estimating the world's requirements provided for in the Convention has been put into universal application, and that as a consequence the operations of the legitimate



drug trade, including the manufacture, export, import, consumption and maintenance of stocks, are now conducted on the basis of a world plan drawn up in advance under the auspices of the League.

Another result of the operation of the Convention is that the Permanent Central Opium Board has throughout the year kept a careful check on all quarterly export and import returns against the total of the estimates for each drug for each country, and has not hesitated to use, on a number of occasions, the power given to it under the Convention of stopping exports to countries which have exceeded the total of their estimates.

The attention of the Committee was drawn to the fact that the first objective pursued by the League since the beginning of its work in the field of opium has been to draw a clearer dividing line between the legitimate and illegitimate trade in dangerous drugs, and to exercise a constant vigilance over the legitimate trade, to see that no leakages from it take place. The Committee was informed that the League has succeeded in drawing that definite line of demarcation and that, thanks to the stricter and more general application of the International Opium Conventions, there has been a progressive shrinkage in the volume of legitimate trade in opium, coca leaves and manufactured drugs. The lawful production of drugs has come down more and more nearly to the level of medical requirements, thus leaving little margin that might feed the illicit trade.

Unhappily, with the tightening of international control, which prevents legally manufactured drugs from being diverted to the illicit trade, traffickers have applied themselves to clandestine manufacture and have turned to those countries where there is a plentiful supply of raw material. Their attempt to transfer their activities to Turkey met with the energetic action of the Turkish Government, which has put an end to their operations. They then attempted to set up clandestine factories in Bulgaria, where the position has now been cleared up, and in China, both north and south of the Great Wall. This position gives rise to grave apprehensions, for, as had been earlier pointed out by Colonel Sharman, Canadian representative on the Opium Advisory Committee, attempts have been made to ship to Canada, for subsequent despatch to the United States of America and Europe, drugs manufactured in Bulgaria and the Far East. The conclusion drawn from this new situation by the League organizations is that the principal task now is to concentrate upon the discovery and elimination of the clandestine factories. The Fifth Committee requested the member States to assist the League in this work, and as regards the territories to the north of the Great Wall—Manchuria and Jehol—it requested the Governments to give their close attention to the Opium Advisory Committee's recommendation, approved by the Council, regarding the necessity for the principal producing and manufacturing countries to exercise the strictest supervision over all applications for the export of narcotics to those territories, and to the fact that, under the Hague Opium Convention of 1912, the export of raw and prepared opium to those territories cannot be authorized.

The Committee's attention was directed to the growing trade in acetic anhydride, a chemical product which is almost indispensable for the manufacture of heroin and is of only limited use for industrial purposes.

That part of the League's work which relates more specifically to the suppression of the illicit traffic and to the creation for this purpose of a united front on the part of the police throughout the world was even more strongly emphasized this year than in the past. The Committee recommended the further development of the existing co-operation between the various States by means of specialised police. The example of countries like Canada, the United States of America, the United Kingdom and Egypt, which have already created

such special services, was quoted in this respect as one which should be generally followed. A resolution was adopted requesting that information should be obtained regarding the existing police organizations employed in this work.

The Fifth Committee also adopted a draft resolution, with a view to expediting the further consideration of the draft International Convention for the Suppression of the Illicit Traffic in Dangerous Drugs. The essential object of this draft Convention is to make penalties more severe, to facilitate extradition, and especially to remedy a deficiency in legislation which does not always allow of offenders being dealt with when the offence is committed abroad.

The Committee, which had before it particulars relating to the increase during the past few years of addiction to Indian hemp in certain countries, was gratified to note that the Advisory Committee and the Secretariat are continuing the study of this subject, and urged Governments to supply the Secretariat, for the use of the Advisory Committee, with all the necessary particulars, so that stricter supervision may be exercised over the trade in this plant and its products.

The Committee noted with keen satisfaction that the three Opium Conventions—the Hague Opium Convention of 1912, the Geneva Opium Convention of 1925 and the Convention of 1931 Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs, have obtained a very considerable number of ratifications or accessions and are thus progressing in the direction of that universality which is the fundamental condition of their efficient application.

The Committee considered it essential, in order to combat successfully the illicit traffic, that these Conventions should not only be adhered to but strictly applied and, on the proposal of Mr. Jean Désy, representative of Canada on the Committee, decided to remind the delegations present at the Assembly of the following obligations devolving upon Governments under these Conventions:—

1. Legislative and administrative action (see Model Administrative Codes, League document C.774.M.365.1932.XI).
2. Communication to the Secretary-General of laws and regulations.
3. Communication of the annual reports submitted to the Advisory Committee on the working of the Conventions.
4. Notification to the Secretary-General, for communication to the Governments, of every important case of illicit traffic.
5. Despatch of estimates of the annual requirements of drugs in the case of each country or territory.
6. Despatch of quarterly statistics of imports and exports and annual statistics of production, manufacture, consumption, stocks and seizures.
7. Communication to the Secretary-General of a list of drug factories.

#### *Traffic in Women and Children*

The last annual report of the Committee on the Traffic in Women and Children, which was brought before the Fifth Committee, dealt with several matters of exceptional interest and led to a useful discussion. Particular attention was given to the position of Russian women refugees in China and to the problem of licensed houses in various countries.

#### *Child Welfare*

The Committee considered the work of the Child Welfare Committee during the year, including studies of the following questions: desertion of the family; the welfare and education of blind children; institutions for delin-

quent and erring children; recreational films; the placing of children in families; children in moral and social danger; the effects of economic depression and unemployment upon children and young people; and the development of the rôle of the Secretariat as an information centre.

### *Penal and Penitentiary Questions*

The Fifth Committee recommended Governments to take into consideration the Standard Minimum Rules framed by the International Penal and Penitentiary Commission as a minimum for the treatment of prisoners. These Rules do not in their entirety lay down model conditions, but they serve to indicate the minimum conditions which should be observed in the treatment of prisoners from the humanitarian and social point of view. The Committee requested that Governments should be asked to give the League the benefit of their experience in the application of the Standard Minimum Rules, and also with respect to reforms in general brought about in penitentiary matters.

### *Assistance to Indigent Foreigners*

The Fifth Committee had before it fourteen recommendations and a draft Multilateral Convention on Assistance to Indigent Foreigners. This draft provides in general that each of the contracting parties shall grant to the indigent nationals of the other contracting parties residing in its territory and standing in need of material or moral assistance the same treatment as it grants to its own nationals.

The general principles governing the recommendations are as follows:—

States should aim at the utmost possible assimilation of foreigners with nationals in respect of assistance to indigent persons, including refugees and foreigners without nationality or of indeterminable nationality.

The preservation of the family unit should constitute the basis for the application of measures of assistance.

Assistance should not be refused on purely formal grounds.

## SIXTH COMMITTEE

### (Political Questions)

The Sixth Committee was called upon this year to consider, in addition to the questions of Minorities, Mandates, Slavery, Refugees and Intellectual Co-operation, which usually find a place upon its agenda, two subjects of outstanding importance—the dispute between Bolivia and Paraguay over the Chaco Territory, and the admission of the Union of Soviet Socialist Republics to the League.

### *Dispute between Bolivia and Paraguay*

It will be recalled that on June 9th last the Bolivian Government, exercising its right under paragraph 9 of Article 15 of the Covenant, requested that its dispute with Paraguay over the Chaco Territory, which had been proceeding for more than two years, be brought before the Assembly of the League. It will be further recalled that the First or Legal Committee of the Assembly, to which was referred the Paraguayan objection to the integral application of Article 15 to the dispute, reported that, in its opinion, Article 15 of the Covenant was applicable in its entirety.

The Sixth Committee, thus called upon to consider the dispute under Article 15 of the Covenant, had before it the voluminous documentation on the subject, including the report of the Commission which the Council had sent to

study the dispute on the spot; and the observations on the report submitted by both parties. Following lengthy statements by the representatives of both Governments and an extensive discussion of various aspects of the dispute, the Committee decided that, all efforts to secure a pacific settlement having thus far proved ineffectual, steps should be taken to prepare the draft report and the recommendation contemplated in paragraph 4 of Article 15, with the understanding that the conciliation procedure under paragraph 3 of that Article should remain open until such time as the report should have been adopted. The Committee, therefore, recommended the establishment without delay of a Committee of twenty-two, consisting of the Members of the Council and of eight other States, namely, Colombia, Cuba, Peru, Uruguay, Venezuela, China, the Irish Free State, and Sweden. This Committee, authorized to settle its own procedure, was requested to ask for any assistance which it might consider necessary, in particular the co-operation of the United States of America and Brazil.

*Question of the Admission of the Union of Soviet Socialist Republics into the League*

When the question of the admission of the Union of Soviet Socialist Republics into the League came before the Committee it was at once evident that there would be considerable opposition.

The delegate of Portugal, taking the lead in opposing admission, referred to the danger of Soviet propaganda, and emphasized the incompatibility existing between the economic, political and moral principles advocated by the Soviet Union and the culture and ethics of Portuguese civilization. M. Motta (Switzerland) argued that the Soviet Union was based on anti-democratic and anti-religious principles and did not have the necessary minimum of moral and political conformity with other members of the League to entitle it to admission. He also stressed the risk of Communist propaganda. The Netherlands delegate simply stated that his country was obliged to vote against the admission of the Soviet Union.

M. Jaspar, Foreign Minister of Belgium, associated himself with the views expressed by the representative of Switzerland, but added that Belgium would abstain from voting on the question. Six other countries—the Argentine Republic, Cuba, Luxembourg, Nicaragua, Peru and Venezuela—followed this example.

The representatives of France, the United Kingdom, Italy, Poland, Czechoslovakia and Turkey gave their reasons for supporting the admission of the Union of Soviet Socialist Republics, basing their arguments generally on the broad ground of the desirability of making the League as truly representative as possible.

In the course of the debate Dr. Skelton stated that the position of Canada was different in some respects from that of any other country that had participated in the discussion. He set forth the position of the Canadian delegation in the following terms:—

“Canada is one of those countries which find substantial difficulties in the entrance of Soviet Russia into the League, but believes that under the present world circumstances its entrance is desirable. Our fundamental difficulty lies in the wide difference that exists between the social and political principles of Soviet Russia and those of our own country. We are emphatic and unrepentant believers in freedom of opinion, freedom of the Press, freedom of religious belief and worship, and the organization of industrial life on a basis of individual initiative controlled to bring it into harmony with the common good. These principles of liberty and tolerance and the institutions of parliamentary democracy which are their political

complement are not the principles upon which the Soviet Union has been established. We recognize, however, that in varying degrees they are not principles which are accepted unreservedly by other States now members of the League, for which we have the highest respect. While believing firmly that in the long run the League can succeed only by the application in the international sphere of these ideals of liberty and democracy, we recognize that for the present we must agree to differ and that we cannot require other States to conform to such principles, or reject their collaboration in the League so long as they share in the one indispensable condition of readiness to work together for the peace of the world.

"There were, however, two other considerations which may be stated briefly. One was the possibility of propaganda, to which reference has frequently been made this afternoon. We in Canada have not been free from serious interference in our internal affairs by representatives of the Third International, which it has frequently been difficult to distinguish from the Government of the Soviet Union. We believe, however, that the unreserved acceptance by the Soviet Union in the letter which has been read to-day of the undertaking to observe all the international obligations of the Covenant must necessarily involve a satisfactory attitude on this point in the future.

"A further question is the apprehension felt by many thousands in Canada who have relatives and friends in Russia as to the continuance of the sufferings and the famine which were reported in many districts of the Soviet Union last year and on previous occasions. We believe, however, that like other Members of the League, the Soviet Union will be prepared to do what is possible to relieve distress and will be prepared to sanction any assistance, devoid of political bias which individual citizens of any other Member of the League might desire to tender to those in distress, just as similar sanction would be given reciprocally.

"We have therefore shared in the indication which was given in advance of readiness to support the proposed entry of Russia into the League and shall vote for her admission, in the trust that her presence in the League will facilitate good neighbourliness and mean the opening of a new and better era."

The question being put to a vote the following countries supported the admission of the Union of Soviet Socialist Republics into the League: Union of South Africa, Albania, Australia, Austria, Bolivia, United Kingdom, Bulgaria, Canada, Chile, China, Colombia, Denmark, Dominican Republic, Spain, Estonia, Ethiopia, France, Greece, Guatemala, Haiti, Hungary, India, Iraq, Irish Free State, Italy, Latvia, Liberia, Lithuania, Mexico, Norway, New Zealand, Persia, Poland, Roumania, Sweden, Czechoslovakia, Turkey, and Yugoslavia.

#### *Protection of Minorities.*

The Polish proposal that the League of Nations should convene an international conference to draw up a General Convention on the Protection of Minorities, provoked considerable discussion in the Sixth Committee. Although more thorough than those of previous years, the discussion did not bring forward any new arguments regarding the settlement of the minorities problem. It nevertheless served a useful purpose in that it revealed the opinion of numerous delegations on the system of protection at present in force, together with their views regarding the desirability and possibility of generalizing that system.

The Polish contention appeared in general to be that the present system governing the protection of minorities is inequitable and unjust, in that it limits the sovereignty of certain states while leaving others free from any legal undertaking in the treatment of the racial, linguistic or religious minorities

within their borders. States, like Poland, obligated by treaty to accord special rights to minorities generally favoured the Polish proposal for the same reason. Other States likely to be only remotely affected supported it on grounds of logic and humanity. It seemed to be generally agreed by those who had to submit to control in their dealings with minorities that the Treaties had been deflected from their intended purpose and opened the door to interference in domestic affairs.

According to the opponents of generalization, the present system of protection of minorities should be regarded as being bound up with the minority Treaties, and did not in any way embody principles of Government having the character of universal obligations. They argued that the clauses relating to minorities had their foundation and their *raison d'être* in special circumstances obtaining at the time when the treaties were concluded. The opponents of generalization further urged that any attempt to impose the present system of protection of minorities upon countries the territories of which are not inhabited by peoples of different race, language or religion, or which in the course of their history have successfully settled the mutual relations of such peoples, would in effect create an artificial problem in the countries concerned.

It is important to note that, while maintaining the principle of generalization of the international protection of minorities, the Polish delegate confined his remarks to analysing the conditions of such generalization in Europe, and avoided conditions peculiar to other continents.

Several delegates representing countries outside Europe stated that generalization of the protection of minorities could in no case be accepted by their countries, the conditions prevailing in other continents being totally different from those existing in Europe.

Speaking on behalf of the Canadian delegation, Dr. Skelton said that, while recognizing that the present system of the guarantee of minority rights in certain countries by outside control was open to definite objection, he thought that any alternative solution of the problem presented after the war by the existence of important minority groups in the area of the Continent of Europe which had been thrown into the melting pot as the result of war and revolution, would have presented still greater difficulties. Moreover, the existing solution had been accepted by the Governments of the States to whose jurisdiction the minorities in question were assigned as part of an agreed settlement.

After referring to the inconsistency of earlier speakers who had on the one hand criticised the existing arrangements for the protection of minorities and on the other advocated their extension to other countries, he pointed out that it was essential not to lose sight of the distinction between countries which had received minorities as the result of immigration and countries with minorities which were indigenous. There was no parallel between the position of minorities transferred bodily, and frequently without their own consent, to the jurisdiction of another State, and the position of individuals who had immigrated in recent years of their own free will to countries whose system of government they knew and accepted.

He expressed the hope that in time the system of external control will no longer be found necessary and that the gradual lessening of the antagonisms which were natural and inevitable at the beginning of the establishment of the new States, and the growing recognition by the majority and minority groups alike of the common interests they enjoyed in the new States, would create the conditions which would make revision both desirable and possible.

It became evident that if the Polish proposal were put to a vote, support would not be unanimous and no progress would be achieved. Hence, while maintaining its point of view, the Polish delegation, yielding to the Chairman's request, did not press for a vote.

### *Mandates*

The Committee considered the work that had been done during the year in the administration of the Mandated Territories, and paid a tribute to the Permanent Mandates Commission, the Council and the Mandatory Powers, on whose close co-operation the success of the system largely depends.

### *Refugees*

The Sixth Committee considered the Report of the Nansen International Office for Refugees covering among other subjects the transfer of Armenian refugees to the Armenian Erivan Republic, the settlement of Armenian refugees in Syria, the settlement of Assyrians in Iraq, the transfer of Russian refugees from Manchuria to Brazil, the situation of Russian refugee women in China and the Convention relating to the international status of refugees concluded on October 31st, 1933.

The Report pointed out that the economic crisis had made its effects painfully felt on the situation of the refugees during the past year. It was estimated that there are no fewer than 800,000 Russian refugees, 170,000 Armenian refugees, and 14,000 Assyrian and Turkish refugees. From all sides accounts had been received of the growing distress among the refugees, which had unfortunately been aggravated in many countries by measures prohibiting the employment of foreigners.

The Committee expressed its appreciation of the work achieved by the Refugee Office in spite of the economic crisis. It urged that Governments should refrain from expelling refugees at least until they had obtained the requisite permission and visa to enter another country.

### *Intellectual Co-operation*

The Sixth Committee discussed the work of the Intellectual Co-operation Organization during the year, and its efforts to promote intellectual rapprochement and mutual understanding. A number of subjects including moral disarmament, intellectual rights and educational cinematography were considered at some length and the program of work submitted by the Organization for the year 1934-35 was adopted.

### *Admission of Afghanistan*

The Committee unanimously recommended that the Assembly should admit Afghanistan to the League of Nations. Delegates of the Moslem states welcomed the accession of another Moslem country.

## GENERAL COMMITTEE

In accordance with the precedent established at the last session the General Committee recommended that the mandate of the Commission of Enquiry for European Union be renewed for a further period of one year.

Early in 1934 the Council expressed a desire that the Secretary-General should investigate the possibility of drawing up rules which if not uniform should at least not be too divergent, concerning the appointment, composition and renewal of the term of office of the League's Committees. To give effect to this decision the Secretary-General conducted an enquiry ranging over all the existing Commissions whose members are appointed wholly or in part by the Assembly, the Council or other League Organizations. The General Committee, considering that this Report constitutes a useful basis for enquiring whether corrections, adjustments, or improvements, should be made in the Constitution and

in the practice and procedure of the League Committees, recommended the Assembly to request the Council to have the Secretary-General's Report studied by a suitable body in order that proposals for the realization of the above mentioned aims may, if necessary, be laid before the Assembly at its next Session.

The General Committee took note of the proposal brought forward by a number of delegations that the Convention on the Nationality of Women, adopted at the Seventh Conference of American States and signed on December 26, 1933, be brought before the First Committee, and recommended that this question be included in the Agenda of the next session of the Assembly.

It also recommended that there be included on the Agenda of the next session of the Assembly the question of the Status of Women, with particular reference to the Treaty on Equality of Rights of both men and women signed by the Governments of Uruguay, Paraguay, Ecuador and Cuba, on December 26, 1933, at Montevideo along with all the final acts of the Seventh Pan-American Conference.

The General Commission took note of a Draft Resolution submitted by the Soviet delegation, expressing the hope that the President of the Disarmament Conference would report to the Council on the position of the work of that Conference, and that the Council would express its views as to the procedure to be followed.

The Soviet delegation did not insist on a formal vote being taken in the Assembly but declared that they proposed to raise the question in the Council itself. They considered that, after two and a half years, it was natural that the Council, if not the Assembly, should show some interest in the work of the Disarmament Conference, and should take stock not only of what had been done but of what had not been done, and perhaps take measures that might help this work or give it some new direction.

The General Committee took note of a Draft Resolution proposed by the Colombian delegation on the relations between the League of Nations and the Pan-American Union and decided to recommend its inclusion in the Agenda of the next session of the Assembly.

#### APPROVAL OF COMMITTEE REPORTS AND RESOLUTIONS

The Reports and draft Resolutions of the committees outlined above were considered by the Assembly in plenary sessions on September 26 and 27 and approved. For convenience of reference the Resolutions as approved by the Assembly are set forth in Appendix III to this Report.

R. B. BENNETT.  
O. D. SKELTON.  
W. A. RIDDELL.  
JEAN DÉSY.  
J. S. MacDONALD.



## APPENDIX I

## AGENDA OF THE FIFTEENTH SESSION OF THE ASSEMBLY

1. Election of Officers, Appointment of Committees and Adoption of Agenda.
2. Report on the Work of the League since the Last Session of the Assembly.
3. Election of Three Non-Permanent Members of the Council.
4. Amendment of the Covenant of the League in order to bring it into Harmony with the Pact of Paris.
5. Co-operation of the Press in the Organization of Peace.
6. Nansen International Office of Refugees.
7. Composition of Bodies to which Appointments are made by the Assembly:
  - (a) Supervisory Commission.
  - (b) Administrative Board of the Staff Pensions Fund.
8. Commission of Enquiry for European Union.
9. Conclusion of a General Convention on the Protection of Minorities.
10. Audited Accounts for the Fifteenth Financial Period (1933) and Auditor's Report thereon.
11. Budget of the League for the Seventeenth Financial Period (1935).
12. Reports of the Supervisory Commission.
13. Contributions in Arrears.
14. Report of the Administrative Board of the Staff Pensions Fund.
15. Report of the Committee on the Allocation of Expenses.
16. Economic and Financial Work.
17. Communications and Transit.
18. Health Questions.
19. Social Questions.
20. Traffic in Opium and Other Dangerous Drugs.
21. Intellectual Co-operation.
22. Composition and Terms of Office of League Committees.

## ITEMS ADDED BY THE ASSEMBLY

23. The Dispute between Bolivia and Paraguay.
24. The Credentials of Delegates to the Assembly.
25. The question of the entry of the Union of Soviet Socialist Republics into the League.
26. The request of Afghanistan to be admitted to membership in the League.

## APPENDIX II

## SUBJECT LIST OF ASSEMBLY ("A") DOCUMENTS

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\*Document 3 (a) was not issued this year. The material usually found in it has been included in Document A. 3.

### APPENDIX III

#### RESOLUTION ADOPTED ON THE REPORT OF THE FIRST COMMITTEE

##### MANNER OF ACCREDITING DELEGATES TO THE ASSEMBLY: AMENDMENT OF RULE 5 OF THE RULES OF PROCEDURE OF THE ASSEMBLY

The Assembly decides to amend Rule 5 of its Rules of Procedure to read as follows:—

*“ Rule 5*

“1. Each Member shall communicate to the Secretary-General, if possible, one week before the date fixed for the opening of the session, the names of its representatives, of whom there shall be not more than three. The names of substitute representatives may be added.

“2. The full powers of the representatives shall be delivered to the Secretary-General, if possible, one week before the date fixed for the opening of the session. They shall be issued either by the Head of the State or by the Minister for Foreign Affairs.<sup>1</sup>

“3. A Committee of nine members for the examination of the full powers shall be elected by the Assembly on the proposal of the President. The Committee shall report without delay.

“4. Any representative to whose admission objection has been made shall sit provisionally with the same rights as other representatives, unless the Assembly decides otherwise.”

#### RESOLUTIONS ADOPTED ON THE REPORTS OF THE SECOND COMMITTEE

##### 1. WORK OF THE HEALTH ORGANISATION

The Assembly,

Having considered the chapter on the work of the Health Organisation in the report on the work accomplished by the League of Nations since the fourteenth session of the Assembly (document A.6.1934):

1. Notes with satisfaction that the Health Organisation has ensured the continuity of its essential work, while adapting its activities in such a way as to take account of existing economic and financial conditions;

2. Approves the Rapporteur's conclusions and requests the Council to communicate to the Health Organisation the suggestions of a technical order in his report (document A.39.1934.III).

##### 2. WORK OF THE COMMUNICATIONS AND TRANSIT ORGANISATION

The Assembly approves the report (document A.31.1934.VIII) submitted to it by the Second Committee on the work of the Communications and Transit Organisation.

<sup>1</sup> It is obvious that, in the case of countries which do not possess a Minister for Foreign Affairs, the full powers may be issued by an authority possessing similar or equivalent powers.

### 3. ECONOMIC AND FINANCIAL QUESTIONS

The Assembly requests the Council to arrange for an enquiry to be made by the Economic and Financial Organisation of the League concerning the causes, scope, methods and results of compensation and clearing agreements.

It requests that this study should, in particular, include an examination of the agreements concluded and the working of the organisations set up to provide for their execution, and should throw light upon the practical difficulties that have been encountered and the results that have been obtained.

### 4. COLLABORATION OF THE PRESS IN THE ORGANISATION OF PEACE

The Assembly,

Having noted the results of the second Conference of Government Press Bureaux and Press Representatives, which sat at Madrid from November 7th to 11th, 1933, at the invitation of the Government of the Spanish Republic;

In view of the valuable contribution made by the Conference to the problem of the spread of false news which might endanger the maintenance of peace and a good understanding among the nations;

Hoping that the proposed enquiries into the technical and financial means of putting an end to the spread of false news and in regard to the correction of false news appearing in the Press may prove successful;

Believing it to be desirable that, whenever it is thought expedient, Governments should convene conferences of the Directors of Press Bureaux and representatives of the Press in the conditions contemplated by the Madrid Conference:

Requests the Council to authorise the Secretary-General to facilitate, by such means as are at his disposal, the preparation for and organisation of the next Conference of Government Press Bureaux and Press Representatives, by lending the assistance of the appropriate services of the League for the secretarial work of the conference, if such assistance is desired by the Government convening the conference, after consultation with the Organising Committee and the Press organisations concerned.

## RESOLUTIONS ADOPTED ON THE REPORTS OF THE FOURTH COMMITTEE

### 1. FINANCIAL QUESTIONS

1. The Assembly, under Article 38 of the Regulations for the Financial Administration of the League of Nations, finally passes the audited accounts of the League of Nations for the fifteenth financial period, ending December 31st, 1933.

2. The Assembly,

Under Article 17 of the Regulations for the Financial Administration of the League of Nations:

Passes for the financial period 1935 the budget of the League of Nations, amounting to the total sum of 30,639,664 francs;

And decides that the aforesaid budget shall be published in the *Official Journal*.

3. The Assembly,

Takes note of the report of the Administrative Board of the Staff Pensions Fund for the year 1934 (document A.10.1934);

Adopts the accounts of the Fund as submitted by the Auditor;

And decides, having regard to Article 7, paragraph (a), of the Staff Pensions Regulations, that the contribution of the League to the Pensions Fund for 1935 shall be 9 per cent of the pensionable emoluments of the members of the Fund.

4. The Assembly adopts the conclusions<sup>1</sup> of the various reports of the Supervisory Commission submitted for its consideration (documents A.5, A.5(a), and A.61.1934.X).

5. The Assembly appoints for the period ending on December 31st, 1937, as regular members of the Supervisory Commission: Lord MESTON OF AGRA and M. C. J. HAMBRO.

6. The Assembly appoints for the period ending on December 31st, 1936, as substitute member of the Administrative Board of the Staff Pensions Fund: Mr. FRANCIS T. CREMINS.

7. The Assembly adopts the report of the Fourth Committee (document A.55.1934.X).

## 2. CONTRIBUTIONS IN ARREARS

The Assembly,

Adopts the report of the Fourth Committee (document A.49.1934.X) on the question of contributions in arrears, together with the Annex;

Decides to appoint a special committee, which would sit at intervals from now until the next ordinary session of the Assembly and which would have full power, subject to ratification by the next Assembly, to negotiate and conclude arrangements with States for the equitable settlement of the amount of their debt in respect of arrears outstanding at the end of 1932. This special Committee, which is also entrusted with the study of the questions referred to it by the Fourth Committee, will be composed of the following members:—

Count CARTON DE WIAERT (Belgium);  
 Sir F. PHILLIPS (United Kingdom);  
 M. Štefan OSUSKÝ (Czechoslovakia);  
 M. CASTILLO NAJERA (Mexico);  
 M. C. J. HAMBRO (Norway);

Decides that the Argentine Republic, which, prior to the year 1933, stood in a special relationship to the League, should no longer be regarded as being in arrears for the four years 1929 to 1932.

## 3. ALLOCATION OF THE EXPENSES OF THE LEAGUE

### I

In view of the material impossibility of referring the question of the contributions of Afghanistan and the Union of Soviet Socialist Republics to the Allocation Committee for a detailed study:

The Assembly decides to fix the contributions of these two States for 1935 only, and without prejudice to any decision that may be reached next year, as follows:—

Afghanistan . . . . .	1 unit;
Union of Soviet Socialist Republics . . . . .	79 units.

<sup>1</sup> These conclusions relate to the accounts for the financial year 1933; budgetary methods of the League, form of the budgets, contributions in arrears; budget for 1935; disposal of the surplus from the 1933 budget and repayment to the Working Capital Fund; reimbursement to States of their share of the Working Capital Fund; branch offices; recruitment and promotion (in the scale) of Members of Section; reduction of scales of salary; contribution to the Sickness Insurance Fund; rates of subsistence allowance to officials; allocation of surpluses as between Members of the League; construction of the new buildings and expenses of the architects' offices; entry of receipts in the accounts after the close of the financial period to which they refer; proposal for the amendment of Article 22 of the Financial Regulations; form of the budget and various miscellaneous questions.

## II

The Assembly decides that:

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

(2) The Allocation Committee, in carrying out this task, may establish contact with the special Committee on Arrears of Contributions, with a view to obtaining any additional information required;

(3) Subject to the foregoing, the present scale shall remain in force for the year 1935.

## III

The Assembly,

Having noted the United Kingdom's proposal made during the discussion of the report of the Allocation Committee. (document A.9.1934.X) and the observations to which it gave rise:

Requests the Governments of States Members of the League to study the question;

And decides that this proposal and all proposals made by Governments which are communicated in good time, concerning the method of contribution of Members of the League, shall be placed on the agenda of the sixteenth Assembly.

## IV

The Assembly decides that the Allocation Committee, in agreement with the special Committee on Arrears of Contributions, shall consider forthwith the request put forward by the Chinese representative on the Fourth Committee of the Assembly and submit concrete proposals concerning it to the sixteenth Assembly.

## RESOLUTIONS ADOPTED ON THE REPORTS OF THE FIFTH COMMITTEE

### 1. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

## I

The Assembly,

Being convinced that specialised police services represent the only means whereby Governments can detect and close clandestine drug factories and effectively combat illicit traffic;

Noting the lack of information regarding the numbers and character of the personnel assigned to this class of work in the various countries:

Requests that the Advisory Committee on Traffic in Opium and Other Dangerous Drugs should take steps to obtain the necessary information by placing this question on the agenda for its next session.

## II

The Assembly,

Referring to the draft International Convention for the Suppression of the Illicit Traffic in Dangerous Drugs, transmitted to the Governments on July 16th, 1934, with a view to a second consultation (C.L.120.1934.XI) in application of

the procedure laid down in the Assembly resolution of September 25th, 1931, for the conclusion of all general conventions to be negotiated under the auspices of the League of Nations;

Considering that, in conformity with that resolution, the results of the aforementioned second consultation, which is still in progress, should in the ordinary course be communicated to the Assembly, which would decide whether a convention should be concluded and, in that case, whether the draft should be submitted to a conference for which it would request the Council to fix a date;

Considering, moreover, that the aforementioned resolution of September 25th, 1931, expressly empowers the Assembly and the Council to adopt more appropriate methods when circumstances render this desirable;

Having regard to the necessity of facilitating the adoption of a draft, the urgency and importance of which have been emphasised by the Advisory Committee on Traffic in Opium and Other Dangerous Drugs as well as by the Council and Assembly, and of not postponing the above-mentioned decision until the next ordinary session of the Assembly:

Instructs the Council, for the reasons set out above, to decide, in the light of the results of the second consultation, whether a convention should be concluded and, in that case, whether the draft should be submitted to a conference for which the Council will fix a date.

### III

The Assembly takes note of the report submitted by the Fifth Committee (document A.51.1934.XI) and adopts the resolutions and the conclusions of the report.

#### 2. TRAFFIC IN WOMEN AND CHILDREN

(1) The Assembly is of opinion that the report of the Commission of Enquiry in the East (document C.849.M.393.1932.IV) should be considered at a conference of the authorities who are responsible in Eastern countries for the measures taken to prevent traffic in women, with a view to securing closer co-operation and greater exchange of information between them; and that the Governments concerned should be consulted by the Secretary-General as to their willingness to co-operate in such a conference, to be held in the East under the auspices of the League of Nations.

(2) The Assembly, having considered the statements made by the Commission of Enquiry in the East as to Russian women refugees in China becoming victims of the traffic, decides to instruct the Secretary-General to collect further information from official and unofficial sources and to report the result of such enquiries to the Traffic in Women and Children Committee.

(3) The Assembly, having taken note of the resolutions passed by the Traffic in Women and Children Committee (document C.149.M.62.1934.IV) on the subject of the abolition of licensed houses, decides to communicate these resolutions to all States Members and non-members of the League, and to invite them to give their earnest consideration to these resolutions in dealing with the problem of prostitution.

(4) The Assembly observes that the Traffic in Women and Children Committee has decided to consider at its next session the question of the preparation of an international convention for the punishment of *souteneurs*.

(5) The Assembly, recognising that, to ensure the effective suppression of the traffic in women, it is important that as many States as possible should become parties to the International Convention for the Suppression of the Traffic in Women of Full Age, which was concluded in Geneva on October 11th, 1933, instructs the Secretary-General to invite those States which have signed the Convention to ratify their signatures as soon as possible and to draw the attention of those States which have not signed the Convention to the importance of acceding to it without delay.

## 3. CHILD WELFARE

## I

The Assembly affirms the need for the systematic collation by the League of Nations of information bearing on child welfare with a view to the formation of a centre of information and diffusion. When the Child Welfare Committee was established, it was recognised that this would be one of its main duties, and it is only lack of staff which has prevented its carrying it out in full. The general scheme recommended by the Child Welfare Committee (document C.149.M.62-1934.IV) and approved by the Assembly is that the Library of the Secretariat should collect and keep up to date the most complete information possible, including:

- (a) Present and contemplated legislation of different countries and its application;
- (b) The work done by institutions and organisations, both official and un-official;
- (c) The activities of international bodies; and
- (d) Bibliographical material.

It will be necessary to that end:

- (a) To approach the various Governments;
- (b) To collect full information regarding the activities on this subject of institutions and associations, whether of an official character or due to private initiative, in accordance with the rules and regulations of the Secretariat and with the procedure agreed upon with the Governments concerned;
- (c) To be informed of the activities of international bodies;
- (d) To have access to bibliographical information in regard to child welfare questions.

For that purpose, the Secretariat should maintain close contact with the International Labour Office and the other organs of the League, together with the different centres of documentation. The material thus collected should be placed at the disposal of persons in all countries engaged in research or enquiries in respect of child welfare.

The work of collecting information and utilising it will be carried out in accordance with the regulations in force for the organisation of the League of Nations Library and with the plans to be approved from time to time by the Child Welfare Committee, and will cover only such subjects concerned with child welfare as may be approved by that Committee.

To enable the Secretariat to fulfil the function of a centre of information as described, the staff of the Social Questions Section will have to be strengthened. The work will have to be done by an official of not lower rank than Member of Section, who has had special training and experience in regard to child welfare questions, which conditions are essential if the information service desired by the Assembly is to work efficiently.

Other incidental expenditure will also be necessary.



## II

The Assembly approves the report submitted to it by the Fifth Committee (document A.52.1934.IV) on the question of child welfare.

## 4. PENAL AND PENITENTIARY QUESTIONS

The Assembly,

Having taken note of the resolution adopted by the International Penal and Penitentiary Commission in August, 1934, concerning the revised Standard Minimum Rules for the treatment of prisoners;

Considering that these rules (document A.45.1934.IV, Annex) constitute a minimum below which no State's penitentiary system should fall;

Considering that it is highly desirable that efforts should be made to improve the treatment of prisoners by going beyond that minimum, as has been done in several countries:

1. Recommends Governments to take into consideration the Standard Minimum Rules framed by the International Penal and Penitentiary Commission as a minimum for the treatment of every individual deprived of his liberty;

2. Requests Governments to consider the possibility of adapting their penitentiary system to the Standard Minimum Rules if that system is below the minimum laid down in the said rules;

3. Considers that Governments whose economic or financial situation constitutes an obstacle which prevents them temporarily from complying with this minimum should endeavour to reach it as soon as circumstances permit and at the earliest possible date;

4. Instructs the Secretary-General:

(a) To request Governments to communicate, if possible, annually, and if necessary, with the collaboration of qualified associations, the experience obtained and any other observations relating either to the application of the Standard Minimum Rules or to reforms in general brought about in penitentiary matters;

(b) To report on these questions to the Assembly and to communicate the information received from Governments to the International Penal and Penitentiary Commission.

## 5. ASSISTANCE TO INDIGENT FOREIGNERS

The Assembly,

Having studied with keen interest the work accomplished by the Committee of Experts on Assistance to Indigent Foreigners and the Execution of Maintenance Obligations abroad at its first session, in December 1933 (document C.10.M.8.1934.IV);

Having noted the replies received from twenty of the seventy Governments to which the proposals of the Committee of Experts have been submitted;

Being of opinion that, since so few replies have yet been received, it is not possible to take any decision on the substance of the draft Convention and the fourteen recommendations drawn up by the Committee of Experts:

Expresses the hope that those Governments which have stated that they are in favour of the fourteen recommendations will apply them at the earliest possible moment, and

Instructs the Secretary-General to request these Governments which have not yet sent their observations on this subject to send them to the Secretariat of the League of Nations as soon as possible, and to submit those observations to the Committee of Experts for examination at its next session.

## RESOLUTIONS ADOPTED ON THE REPORTS OF THE SIXTH COMMITTEE

### 1. ADMISSION OF NEW MEMBERS TO THE LEAGUE OF NATIONS

#### A. *Admission of the Union of Soviet Socialist Republics: Nomination of the Union of Soviet Socialist Republics as a Permanent Member of the Council*

I. The Assembly decides to admit the Union of Soviet Socialist Republics to the League of Nations.

II. The Assembly approves the proposal put forward by the Council in its resolution of September 15th, 1934, regarding the nomination of the Union of Soviet Socialist Republics as a Permanent Member of the Council.

#### B. *Admission of Afghanistan*

The Assembly decides to admit Afghanistan to the League of Nations.

### 2. DISPUTE BETWEEN BOLIVIA AND PARAGUAY

I. In consideration of the request made by the Bolivian Government on May 31st, 1934, for the application to the dispute of the procedure provided by Article 15 of the Covenant of the League;

In consideration of the request made by the Bolivian Government on June 9th, 1934, that the dispute be referred to the Assembly in accordance with Article 15, paragraph 9, of the Covenant, and the Council's decision of September 7th, 1934;

In consideration of the opinion of its First Committee dated September 22nd, 1934 (document A.VI/12.1934), on the question of the full application of Article 15 of the Covenant, which was raised by the delegate of Paraguay:

The Assembly declares that the dispute between Bolivia and Paraguay has been duly referred to it, and that it is obliged to follow the procedure provided in Article 15 of the Covenant.

II. Whereas hostilities have been proceeding in the Chaco for more than two years, and all the efforts that have been made to secure the cessation of hostilities and the pacific settlement of the dispute have so far proved ineffectual;

And whereas, in particular, the endeavour made in the interests of peace, prior to the meeting of the Assembly, by the Government of the Argentine Republic, with the support of the Governments of the United States of America and the United States of Brazil, has revealed the difficulties which still stand in the way of a settlement by conciliation:

The Assembly considers that, while endeavouring to secure a settlement of the dispute by the procedure of conciliation provided for in Article 15, paragraph 3 of the Covenant, it should forthwith take steps to prepare the report contemplated in paragraph 4 of the same article, on the understanding that the conciliation procedure remains open until such time as the said report shall have been adopted.

III. The Assembly hereby decides to establish a Committee comprising:

- (a) The Members of the Council;
- (b) Those Members of the League which, not being at present Members of the Council, have taken part in the attempts previously made in America, as members of the Washington Committee of Neutrals or as States bordering upon the parties to the dispute—that is to say, Colombia, Cuba, Peru and Uruguay;
- (c) Four other Members to be selected by the Assembly.

The Committee will be formed without delay. It will settle its own procedure with a view to discharging its duty as effectively and speedily as possible. It may secure such assistance as it may consider necessary.

Should it succeed in bringing about the settlement of the dispute by applying Article 15, paragraph 3, of the Covenant, the Committee will make public, on behalf of the Assembly, a statement giving facts and explanations regarding the dispute and the terms of settlement thereof.

Should it prove impossible to settle the dispute, the Committee will submit to the Assembly the draft report contemplated in Article 15, paragraph 4, of the Covenant, containing a statement of the facts of the dispute and the recommendations concerning the cessation of hostilities, the settlement of the dispute, and any consequences arising out of those recommendations in regard to the application of the prohibition to supply arms and war material, to which numerous Governments have subscribed, in some cases "subject to any further recommendation by the Council or the Assembly."

In accordance with Rule 1, paragraph 2, of its Rules of Procedure, the Assembly will meet in extraordinary session at the request of the Committee hereby set up.

\* \* \*

The Sixth Committee recommends to the Assembly to select as Members of the Committee: China, the Irish Free State, Sweden and Venezuela.

### 3. PROHIBITION, UNDER THE PROVISIONS OF THE COVENANT, OF THE SUPPLY OF ARMS AND WAR MATERIAL TO BELLIGERENTS

The Assembly decides to request the Council to appoint a Committee to study, from the standpoint of pure law and, in particular, from that of interpretation of the Covenant, the question of prohibiting, under the provisions of the Covenant of the League of Nations, the supply of arms and war material to belligerents and to present its conclusions to the Council and to the Assembly.

### 4. PROTECTION OF MINORITIES

The Assembly takes note of the report of the Sixth Committee (document A. 57, 1934, I).

### 5. MANDATES

The Assembly,

Having noted the activities of the mandatory Powers, of the Permanent Mandates Commission and of the Council as regards the execution of Article 22 of the Covenant:

Once more expresses its confidence in them, and hopes that they will pursue in the same spirit of close co-operation the work of progress constituted by the mandates system.

### 6. SLAVERY

The Assembly,

Notes the Rules of Procedure<sup>1</sup> drawn up by the Advisory Committee of Experts on Slavery and approved by the Council on January 19, 1934;

Renews its appeal to the Governments of the Members of the League and non-members parties to the 1926 Slavery Convention to send, without delay, to the League information on all forms of slavery in their own countries, or in other parts of the world, in order that the Advisory Committee can meet early in 1935;

<sup>1</sup>See *Official Journal*, February 1934, pages 222 to 225.

Authorises the Secretary-General each year, should it appear to be necessary, to request Governments to supply further information on slavery within the limits of the provisions of the Assembly resolution of 1932; this action will be taken in agreement with the Chairman of the Advisory Committee;

Requests the Secretary-General to bring the present resolution to the notice of the Governments of the Members of the League and non-members parties to the 1926 Slavery Convention.

## 7. WORK OF THE INTELLECTUAL CO-OPERATION ORGANISATION

### (1) The Assembly,

Approves the programme of work of the Intellectual Co-operation Organisation for the year 1934-35, as set out in the resolutions of the International Committee and the general report of the Director of the Institute (document C. 339, M. 156, 1934, XII).

It is happy to recognise that the work done during the past year by the various bodies constituting the Intellectual Co-operation Organisation has been entirely in keeping with the intentions of the last Assembly and with the higher interests of the League of Nations and culture in general.

It notes with satisfaction that, in spite of difficult circumstances, it has been possible to maintain the resources made available by the League of Nations; it nevertheless considers it impossible to meet the numerous requirements of the present time and enable this work to attain in all its aspects to the full development which its continuous progress makes it possible to expect, unless the material needs of the Organisation are more fully understood both by the League as a whole and by the various Member States. While conveying its renewed thanks to those States which are already showing their interest in the Institute of Intellectual Co-operation by the payment of contributions, it expresses the hope that, in future, their number will still further increase.

### (2) *Moral Disarmament.*

The Assembly notes the work done by the Committee on Moral Disarmament of the Conference for the Reduction and Limitation of Armaments. Without prejudice to the further activities of that Committee, it expresses the hope that the texts drawn up by the International Committee on Intellectual Co-operation will be recommended in due course to the attention of the various States.

### (3) *National Committees.*

The Assembly requests the Secretary-General of the League of Nations once more to draw the attention of the Governments to the importance of the tasks entrusted to the National Committees, for it is important that the various States should do everything in their power to assist the Committees in the regular fulfilment of their mission.

### (4) *Annual Tables of Constants.*

The Assembly recognises the great value to science in general of the publication of the annual tables of constants and numerical data, as also the importance of the proposal put forward by the International Chemistry Union for the summoning, under the auspices of the French Government, of a conference to consider the present position of that publication.

(5) The Assembly conveys its warmest thanks to Spain, France and Italy for the services which those countries have rendered to intellectual co-operation by facilitating the summoning of such important conferences as the seventh

International Studies Conference, held in Paris, the Venice "Conversation" of July, 1934, and the General Museographical Conference to be held in Madrid next October.

(6) The Assembly draws the attention of Governments to the importance of a prompt and sympathetic examination of the two draft Conventions prepared by the Intellectual Co-operation Organisation and at present submitted to the States for their consideration; the first of these agreements relates to the legal protection of national artistic possessions and the second to broadcasting and international relations. The Assembly requests the Institute of Intellectual Co-operation to summon further meetings of the Committees of Experts by which the first drafts were prepared, as soon as enough replies have been received. Those Committees will amend the original texts in the light of the replies from the States. The drafts thus amended will be communicated to the Governments and submitted to the Council of the League, which will decide whether they are to be considered by special conferences, or whether they can be discussed and signed during the next ordinary Assembly.

(7) *Intellectual Rights.*

The Assembly,

Having heard the particulars supplied to it in regard to the progress recently made in the matter of bringing into harmony the Berne and Havana Conventions on authors' rights:

Notes with satisfaction that, as a result of the Pan-American Conference at Montevideo, an American Committee has been set up to prepare a draft, co-ordinating the basic principles of the two Conventions.

Having regard to the interest which the Assembly has taken in this problem since September, 1928:

It asks that the Intellectual Co-operation Organisation should study, before the Brussels Revision Conference, the terms of a preliminary draft convention combining the above-mentioned Conventions.

(8) *Origins of American Civilisation.*

The Assembly,

Approves of the very interesting suggestion made by M. Levillier, delegate of the Argentine Republic, that the Institute of Intellectual Co-operation of the League should publish, by international scientific collaboration, a collection of original works on the native civilisations of America and a similar collection dealing with the great American discoveries and history of the sixteenth century;

And requests the Director of the Institute of Intellectual Co-operation, after consulting the Publications Committee of the Ibero-American Collection, to bring that suggestion forward at the next session of the Executive Committee of the Intellectual Co-operation Organisation, with a view to the appointment, as proposed by the Argentine delegate, of a small Committee of Americanists for the purpose of drawing up a scientific and financial plan for the proposed work, such plan to be submitted to the next ordinary Assembly for its approval.

(9) *League of Nations Teaching.*

The Assembly is gratified to note the impulse given by the new Advisory Committee for the League of Nations Teaching to the efforts that are being made with a view to the instruction of the younger generation in the aims and work of the League of Nations, and approves the method recommended, which would embody that teaching in a number of measures intended to awaken an international spirit and to promote mutual knowledge of different civilisations.

(10) *Educational Cinematography.*

The Assembly is gratified by the considerable work accomplished by the International Educational Cinematographic Institute during the past year, and

in particular by the holding of the International Congress of Educational and Instructional Cinematography in Rome in April, 1934.

It is glad to see in the results of the Congress, not merely the successful conclusion of work already systematically carried on among educationists and the film industry, but also the starting-point of a whole series of new activities.

It desires to emphasise the fact that among the effects of the Rome Congress has been that of stressing the increasingly large part played by the International Educational Cinematographic Institute in the technical field.

It notes that a large number of signatures have been secured for the Convention for facilitating the International Circulation of Films of an Educational Character, and expresses the hope that the requisite number of ratifications will be obtained to enable that international instrument to come into force at an early date.

#### 8. RUSSIAN, ARMENIAN, ASSYRIAN, ASSYRO-CHALDEAN AND TURKISH REFUGEES

The Assembly,

Having considered the report of the Nansen International Office for Refugees on its work during the past year (document A.12.1934):

Expresses its high appreciation of the important results achieved by the Office for the refugees and for the countries offering them hospitality, in spite of the economic crisis and of the exiguous funds at the disposal of the Office;

Seeing that the Refugee Convention of October 28th, 1933, recognises an international status for the refugees, which, *inter alia*, contemplates that measures against foreigners should not, owing to their special situation, be applied rigorously to refugees;

Urges Governments, with a view to an acceleration of the liquidation of the refugee problem, to accede as soon as possible to that Convention;

Considering the opinion expressed by responsible Armenian refugee organisations that the settlement of the Armenian refugees in the Republic of Erivan offers one of the best solutions of the Armenian refugee problem:

Requests the Office to continue its negotiations to that end;

Notes with anxiety the growing practice of certain Governments to expel refugees from their territories, even for minor offences, and the serious consequences thus created for neighbouring States;

Invites Governments to undertake not to expel refugees from their territories until they have obtained visas to enter an adjacent country;

Recognising the increasing difficulty of placing refugees in employment in European countries, and even of maintaining in employment those who already have work:

Requests the Office to continue and develop its efforts to secure the settlement of refugees in oversea countries; and

Urges the Governments of those countries to communicate to the Office any settlement opportunities or prospects existing in their territories;

Appreciating the difficulty experienced by Governments in continuing to support the direct and indirect charges imposed on them by the presence of large numbers of unemployed refugees in their territories:

Recommends the Governments of those countries to consider the advantage of capitalising such charges by placing credits at the disposal of the Office to enable it to settle unemployed refugees in countries willing to receive them;

Notes that the Office could extend its activities to a larger number of refugees if adequate funds were available;

Urges Governments to increase the revenue of the Office by a general application of the Nansen Stamp System; and

Requests the Council to take the necessary steps to ensure that the Secretary-General may be acquainted with the effect interested Governments are able to give to the above recommendations.

## RESOLUTIONS ADOPTED ON THE PROPOSALS OF THE GENERAL COMMITTEE OF THE ASSEMBLY

### 1. COMMISSION OF ENQUIRY FOR EUROPEAN UNION

The Assembly,

After consulting its General Committee as to the procedure to be followed in connection with Item 8 of the agenda of this session (Commission of Enquiry for European Union):

Notes that circumstances have made it impossible for this Commission to meet since the last session;

Decides, under these conditions, to renew for twelve months the term of office of the Commission of Enquiry for European Union and to include the question in the agenda of the next session of the Assembly.

### 2. COMMITTEES OF THE LEAGUE OF NATIONS

The Assembly,

Having taken cognisance of the Secretary-General's report on the League Committees, prepared as a result of the Council's decision of January 17th, 1934 (document C.287.M.125.1934);

Considering that this report constitutes a useful basis for enquiring whether corrections, adjustments, or improvements should be made in the constitution and in the practice and procedure of the Committees:

Requests the Council to have the Secretary-General's report studied by a suitable body in order that proposals for the realisation of the above-mentioned aims may, if necessary, be laid before the Assembly at its next session.

In order to facilitate this examination, the Members of the League might be invited to communicate to the Secretary-General any suggestions they may wish to make.

### 3. NATIONALITY OF WOMEN

The Assembly takes note of the proposal put forward by certain delegations on the question of the nationality of women (document A.48.1934.V) and decides to include this question in the agenda of the next ordinary session of the Assembly.

### 4. STATUS OF WOMEN

The Assembly takes note of the proposal put forward by certain delegations on the question of the status of women (document C.440.M.190.1934.V), and decides that the Secretary-General will take the necessary steps to ensure that proper action may be taken in respect of the various points raised therein.

### 5. CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS

The Assembly takes note of the draft resolution submitted by the delegation of the Union of Soviet Socialist Republics (document A.59.1934.IX).<sup>1</sup>

### 6. RELATIONS BETWEEN THE LEAGUE OF NATIONS AND THE PAN-AMERICAN UNION

The Assembly takes note of the draft resolution submitted by the Colombian delegation concerning relations between the League of Nations and the Pan-American Union (document C.434.M.189.1934), and decides to include this question in the agenda of the next ordinary session of the Assembly.

<sup>1</sup> The text of the draft resolution reads as follows:—

"The fifteenth Assembly of the League of Nations expresses the hope that the President of the Conference for the Reduction and Limitation of Armaments will report to the League Council on the position of the work of that Conference and that the Council will express its views as to the procedure to be followed."

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

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GENEVA

9th September - 11th October, 1935

[June 30 - July 4, 1936 too.]



OTTAWA  
J. O. PATENAUDE, I.S.O.,  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1936



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## Report of the Canadian Delegates to the Sixteenth Assembly of the League of Nations

GENEVA, October 15, 1935.

The Right Hon. W. L. MACKENZIE KING, M.P.,  
Secretary of State for External Affairs,  
Ottawa.

SIR,—We have the honour to submit the following report on the proceedings of the Sixteenth Ordinary Session of the Assembly of the League of Nations which was held in Geneva from the 9th September to the 11th October, 1935.

Fifty-four of the fifty-nine States Members of the League were represented at the opening of the session, those absent being the Dominican Republic, Germany, Guatemala, Paraguay, and Salvador.

The Canadian Delegation consisted of the Honourable G. Howard Ferguson, High Commissioner for Canada in the United Kingdom; Mr. J. H. Woods, Editor; Mr. Edouard Montpetit, Secretary-General of the University of Montreal, with the following as substitute delegates: Miss M. Winnifred Kydd, President of the National Council of Women of Canada; Mr. Walter A. Riddell, Dominion of Canada Advisory Officer accredited to the League of Nations, and Mr. Jean Désy, Counsellor of the Canadian Legation in Paris.

The proceedings of the Assembly were, in accordance with precedent, opened by the President of the Council, M. Ruiz Guinazu, delegate of the Argentine Republic. In his inaugural address, M. Guinazu reviewed the successes of the League in the past year. Hostilities had ceased in the Chaco and the problem raised by the plebiscite in the Saar Territory had been satisfactorily settled. For the first time, an international police force had been created and placed at the League's service. Events, however, had not always been favourable to the League. A great country had left the League of Nations at the end of the notice which it gave two years ago. The work undertaken in the domain of disarmament had come to a standstill. Last spring, the Council had found itself obliged to reassert the principle that scrupulous respect for all treaty obligations is a fundamental rule of international life and a primary condition of peace. Now the Council was faced with the Italo-Ethiopian dispute. If the progress of the League sometimes seemed slow, the conditions in which the League had to perform its work must be borne in mind. Being essentially an organization for collaboration between Governments, the progress of the League depended upon the willingness of the Governments to use its machinery. If the Governments placed their faith in the League, they must be resolved to do all that lies in their power to render the League fully effective.

The officers of the Assembly were elected as follows:—

*President:* M. Eduard Benes (Czechoslovakia)

### *Vice-Presidents*

The first delegates of the following seven countries:—

France (M. Pierre Laval)	Belgium (M. Paul van Zeeland)
United Kingdom (Sir Samuel Hoare)	Mexico (M. Marte R. Gomez)
Italy (Baron Pompeo Aloisi)	U.S.S.R. (M. Maxime Litvinov)
Spain (M. Salvador de Madariaga)	

In keeping with the practice of the past three sessions, it was decided that, in view of the fact that the Disarmament Conference is still in session, it was not expedient this year to set up the Third Committee which usually deals with questions of disarmament. The other Committees were convened, as usual, under the Chairmen named:—

- First Committee (Constitutional and Legal Questions):  
M. Limburg (Netherlands)
- Second Committee (Work of Technical Organizations):  
M. Zawadzki (Poland)
- Fourth Committee (Administrative and Budgetary Questions):  
M. Radulesco (Roumania)
- Fifth Committee (Social and Humanitarian Questions):  
Countess Albert Apponyi (Hungary)
- Sixth Committee (Political Questions):  
M. de Valera (Irish Free State)
- Credentials Committee:  
M. Tudela (Peru)
- Agenda Committee:  
M. Motta (Switzerland)

The Chairmen of these Committees, together with the President and the Vice-Presidents of the Assembly, formed the General Committee or Bureau charged with the general direction of the work of the Assembly.

The Canadian Delegation was represented on the Committees as follows:—

- |                         |                         |
|-------------------------|-------------------------|
| <i>First Committee</i>  | <i>Fourth Committee</i> |
| Mr. Montpetit           | Mr. Woods               |
| Miss Kydd               | Mr. Montpetit           |
| Mr. Désy                |                         |
| <i>Second Committee</i> | <i>Fifth Committee</i>  |
| Mr. Woods               | Miss Kydd               |
| Mr. Riddell             | Mr. Désy                |
|                         | <i>Sixth Committee</i>  |
|                         | Hon. G. H. Ferguson     |
|                         | - Mr. Riddell           |

The Assembly adopted the agenda drawn up by the Secretary-General and set forth in Appendix I to this Report. It decided, however, to refer to its next session Item No. 10, the prohibition under the provisions of the Covenant of the supply of arms and war materials to belligerents, and Item No. 11, the amendment of the Covenant of the League in order to bring it into harmony with the Pact of Paris.

Ten new questions were added to the agenda by the Assembly itself, namely:  
The work of the International Institute at Rome for the Unification of Private Law (Proposal by the Italian Delegation);  
Study of the Problem of Nutrition (Proposal by twelve delegations);  
Mandates (Proposal by the Norwegian Delegation);  
Entry into Force of the Amendments to the Statute of the Permanent Court of International Justice (Proposal by the Swiss Delegation);  
Slavery (Proposal by the United Kingdom Delegation);  
International Relief Union (Proposal by the Delegation of Venezuela);

- Requirements for Voting a Resolution requesting an Advisory Opinion from the Permanent Court of International Justice (Proposal by the Delegations of Belgium, the Netherlands, Norway, Sweden and Switzerland);
- Appointment of a Successor to M. Fotitch on the Administrative Board of the Staff Pensions Fund of the League of Nations (President's proposal);
- Acceptance of the Resignation of Mr. Frank B. Kellogg, Judge of the Permanent Court of International Justice (President's proposal);
- Dispute between Ethiopia and Italy: Coordination of Measures under Article 16 of the Covenant (Proposal of the General Committee).

#### GENERAL DISCUSSION ON THE WORK OF THE LEAGUE

It is the practice at the commencement of the Assembly to discuss, in plenary meeting, the annual report of the Secretary-General on the work of the League since the last ordinary session of the Assembly.

No part of the report this year was given more attention than the chapter devoted to the threat to peace involved in the Italo-Ethiopian dispute.

The discussion was begun by Sir Samuel Hoare of the United Kingdom delegation who sounded a note of quiet firmness which made a deep impression. In the first place he defined the rights of small nations and the functions and duties of League membership in words which lost nothing by their studied moderation. From the affirmation of ideals he passed to the consideration of practical means by which these could be made effective, with the conclusion that collective security, the reduction of armaments, respect for treaty obligations and elasticity in their application were the keys to world order.

In a passage which aroused widespread interest the British Foreign Secretary discussed the problem of raw materials. He pointed out that some countries, either in their native soil or in their colonial territories, possessed what appears to be a preponderance of advantages and that others who were less favoured viewed the situation with anxiety. He suggested that the situation be investigated and, if possible, an endeavour made to right it. So far as the United Kingdom was concerned, it was ready to take its share in an investigation of these matters. The enquiry should be limited to raw materials from colonial areas, including protectorates and mandated territories. Obviously, however, such an enquiry required calm and dispassionate consideration, which war and threats of war rendered impossible.

Lastly, he re-affirmed the fidelity of the British Government and nation to the principles of the League and their determination to preserve them. "The League stands," he said, "and my country stands with it for the collective maintenance of the Covenant in its entirety, and particularly for steady and collective resistance to all acts of unprovoked aggression."

The Ethiopian delegate, who followed Sir Samuel Hoare, made a dignified appeal to the humanity of "all men and women of goodwill." Ethiopia, he said, placed her faith in recognized international procedure. She identified her cause with that of the League itself. Her Sovereign was prepared to accept any reasonable suggestion in the spirit of high conciliation by which he was moved. He was prepared to make the largest allowance to the demands of modern civilization and to the legitimate interests of all nations. In conclusion, M. Hawariate requested that an international commission of inquiry be set up which would examine the substance of the complaints brought against Ethiopia.

M. Laval, delegate of France re-affirmed his country's allegiance to the League. "France," he declared, "is loyal to the Covenant; she cannot fail to carry out her obligations."

Speaking on behalf of the Soviet Union, M. Litvinov said that his country would be second to none in the loyal discharge of the international obligations which it had assumed. The Soviet Government was in principle opposed to the policy of spheres of influence; for it the only question was the defence of the Covenant as an instrument of peace. If the Governments represented at the Assembly agreed to make use of the Covenant in all cases of aggression, irrespective of their origin or their object, the Sixteenth Assembly would become a landmark in the history of the League.

On behalf of the Government of Canada, the Head of the Canadian Delegation made the following declaration of principle:

Canada (he said) believes the League of Nations is an indispensable agency for world peace. We cannot agree that any Member is warranted in resorting to war to enforce its claims in violation of its solemn pledges to seek and find a peaceful settlement of every dispute. We hope that an honourable and peaceful solution of the Ethiopian controversy will yet be reached. If, unfortunately, this proves not to be the case, Canada will join with the other Members of the League in considering how, by unanimous action, peace can be maintained.

The delegates of the Irish Free State and of the Union of South Africa spoke strongly in support of the Covenant. Representatives of the other Dominions took a similar position.

The debate showed that the smaller States, with the exceptions of Austria and Hungary, were prepared to support the application of the Covenant to the present dispute and that Italy, in her Abyssinian adventure, had isolated herself and concentrated the full force of world opinion against her policy.

#### ELECTIONS TO THE COUNCIL

The three non-permanent seats on the Council, made vacant by the retirement of Czechoslovakia, Mexico and Poland on the expiration of their three years' term of office, were filled on 16th September by the election of Ecuador and Roumania and the re-election of Poland for the three years ending in 1938.

#### ELECTION TO THE PERMANENT COURT

On 14th September, the Assembly and the Council, voting simultaneously, elected M. Harukazu Nagaoka a judge of the Permanent Court of International Justice in succession to the late M. Mineiteiro Adatci, also a Japanese.

#### FIRST COMMITTEE

(Constitutional and Legal Questions)

#### *Interpretation of Article 14 of the Covenant*

On various occasions, the Council of the League of Nations, when it has been proposed to request an advisory opinion from the Permanent Court of International Justice, has encountered divergences of opinion among its members regarding the conditions of voting of such requests. It has never settled this difficulty. In practice, it has applied to the Court only when its members were unanimous in wishing to do so.

The delegations of Belgium, the Netherlands, Norway, Sweden and Switzerland referred to the recommendation voted by the Assembly in 1928, by the terms of which recommendation the Assembly had requested the Council to make a study of the question as to whether the Council or the Assembly might, by a simple majority, ask for an advisory opinion within the meaning

of Article 14 of the Covenant of the League of Nations. They proposed that the Council be asked to give effect to the recommendation of 1928 and to recommend that, if the Council remained divided on this question of principle, it should submit the point to the Permanent Court of International Justice for an opinion.

The first part of this proposal aroused little opposition; when put to the vote, it was adopted unanimously though in a somewhat modified form.

The second part of the proposal encountered lively opposition. Not only was the binding nature of such an opinion denied, but the view was expressed that the Permanent Court of International Justice could not decide on a question submitted to it in an abstract and general way and not in connection with a concrete case. In these circumstances, the Committee unanimously decided to drop for the present that part of the proposal.

### *Rules of Procedure of the Assembly*

The first Committee considered the question whether the Assembly should adopt as a permanent part of its Rules of Procedure the two rules which, by its resolution of 11th October, 1933, it put in force experimentally for the session of 1934. These rules provided respectively:

- (a) For the possibility of the Finance Committee (Fourth Committee) being convened before the opening of the session; and
- (b) For the adoption without debate, at plenary sessions of the Assembly, of reports of Committees which the Committees themselves had unanimously declared suitable for this procedure, and the discussion of which was not demanded subsequently by any delegation.

The procedure created by the first-mentioned rule has not been used. The First Committee felt that more time was necessary for judging the utility of this rule. It accordingly recommended that it be maintained for the year 1936, leaving the Assembly to take a final decision at its next session.

The advantages of the second rule, on the other hand, have been sufficiently demonstrated by the experience of the session of 1934. The Committee recommended, therefore, that it be inserted definitely in the Rules of Procedure of the Assembly (New Rule 14 (a)).

The Assembly was called upon to take a special decision on 11th September to secure the collaboration of the first delegate of the Union of Soviet Socialist Republics on the General Committee. To prevent a repetition of this situation the Assembly, on 21st September, referred a note by the Secretary-General to the First Committee in which certain amendments in the Assembly's Rules of Procedure were suggested. The chief object of these amendments was to make the first delegate of each of the States holding a permanent seat on the Council an *ex officio* member of the General Committee.

During the debate on this subject, the Norwegian delegation placed before the Committee a proposal for a committee for the nomination of candidates, whose function would be to facilitate arrangements for elections at the commencement of each Assembly, without, however, imposing any restrictions on the Assembly's freedom of action.

After a full discussion, the Committee found that questions of principle had been raised and, furthermore, that the details of the contemplated changes would require careful examination. It was decided to advise the Assembly to adjourn the question to its next session. In the interval, the Governments would have time to study the problems raised in the discussion in the First Committee, with a view to arriving at a practical result next year.

*Statute of the Permanent Court of International Justice*

On the Swiss delegation's proposal, the Assembly referred the question of the coming into force of the amendments voted in 1929 to the Statute of the Permanent Court of International Justice to the First Committee. Observing that these amendments had been ratified by almost all the States whose ratification was necessary (Canada on 28th August, 1930) to enable them to come into force, and that the States whose ratifications were necessary (Brazil, Panama and Peru) had indicated an intention to ratify, the First Committee requested the Council to take the necessary steps to bring the amendments into force on 1st February, 1936, provided that States which had not ratified had raised no objection to such a procedure before the date in question. The date of 1st February was fixed in consideration of the fact that this is the date of the opening of the ordinary session during which the Court will probably undertake the second reading of a revised draft of its Rules.

*Nationality of Women*

The First Committee devoted three out of its eleven meetings to the discussion of the question of the nationality of women. A large number of the delegations who took part in the debate, namely, U.S.S.R., Chile, China, Cuba, Mexico, the Little Entente, Norway, Sweden, Turkey, and Uruguay, accepted and upheld the principle of sex equality in regard to change in nationality.

Certain delegations intimated that their Governments could not accept the principle that the nationality of a married woman should be independent of that of her husband. They referred, in particular, to the effects which a difference of nationality between husband and wife might have on the unity of the family, and on the wife's civil rights and her position in time of war.

An intermediate attitude was adopted by several delegations, who said that their Governments did not consider any further action to be possible at the present time in the direction of equality of the sexes in respect of nationality going beyond the provisions of the Convention signed at The Hague in 1930, owing to the prevailing wide differences of opinion.

The Canadian delegate on the First Committee emphasized the value of the Hague Convention and urged the importance of bringing it into force at an early date. He suggested that the champions of equal rights for both sexes in the matter of nationality should do their utmost to ensure that the solutions adopted at The Hague were embodied in the legislation of each country. The League could then take further steps in a spirit of justice and freedom.

As a conclusion to the debate, the Committee proposed that the Assembly adopt a resolution, drawing the attention of the Members of the League of Nations to the fact that the Montevideo Convention was open to accession by all States, renewing its recommendation that the States which signed the Hague Convention of 1930 should deposit their ratifications at an early date, and leaving the Council to decide when the time was ripe for further concerted international action.

*Status of Women*

The question of the status of women was placed on the First Committee's agenda as a result of a communication from a number of delegations to the President of the 1934 Assembly. The communication called attention, in particular, to the Treaty on Equality of Rights of both men and women, signed by the Governments of Uruguay, Paraguay, Ecuador, and Cuba on 26th December, 1933, at the Seventh Pan-American Conference held at Montevideo.

The Treaty on Equality of Rights is open for accession by all States. Its enacting Article reads as follows:

“The contracting States agree that, upon the ratification of this Treaty, men and women shall have equal rights throughout the territory subject to their respective jurisdiction.”

The Committee considered that the question of the legal equality of the sexes as raised by the Treaty of Montevideo could be conveniently discussed under two heads—namely, (1) the political and civil status of women and (2) the status of women as regards conditions of employment. It was suggested that the second of the two questions should be treated as falling within the sphere of action of the International Labour Organization.

As regards the political and civil aspect of the question, a number of delegations accepted and supported the principle of the Montevideo Treaty. Other delegations thought that while Governments might accept the principle of equality generally, they would not be disposed to apply such a principle in connection with any particular subject matter without a prior examination of the effect of its application. The Italian and Swiss delegations expressed the opinion that the matter fell within the exclusive jurisdiction of each State.

As a result of the discussion, the Committee decided that the question of the political and civil status of women should be referred by the Secretary-General to the Governments for their observations (including observations as to the action which, in their view, the League might take in this matter) and that Governments should be requested to supply the Secretary-General with information as to the existing political and civil status of women under their respective national laws, together with their observations.

#### *Pan-American Union*

In accordance with the request submitted by the Colombian delegation to the 1934 Assembly, the question of the relations between the League of Nations and the Pan-American Union was considered by the First Committee.

The Colombian proposal aimed at instituting a study of the most suitable methods of co-operation between the League of Nations and the Pan-American Union.

The First Committee also took note of a resolution adopted at the Seventh Pan-American Conference at Montevideo in 1933, by the terms of which a study of the activities and methods of co-operation of the Pan-American organization with non-American States and bodies should be undertaken with a view to the consideration of this question at the Eighth Pan-American Conference, which is to meet at Lima.

In view of this resolution, the Committee came to the conclusion that it was necessary to await the outcome of the work undertaken by the Pan-American Union before proceeding to a more detailed examination of the Colombian proposal. It considered it advisable, however, that such relations for mutual information as might prove desirable should be maintained between the Secretary-General of the League of Nations and the Director-General of the Pan-American Union.

During the discussion, the Canadian Delegate on the First Committee pointed out that while Canada was not a member of the Pan-American Union, the Canadian Government followed the work of the Union sympathetically. He supported the resolution adopted by the Committee.

#### *Unification of Private Law*

On the proposal of the Italian Delegation, the Assembly had asked the First Committee to consider the passages in the Secretary-General's report relating to the International Institute at Rome for the Unification of Private Law.



The Institute was established and is maintained by the Italian Government in accordance with the offer which it made to the League in 1924 and the agreements reached with the Council in 1926. It was not, however, until 1927 that the Governing Body was appointed by the Council of the League and its inaugural meeting was held on 30th May, 1928. Since that date, the work of the Institute has been brought to the knowledge of the Members of the League and the Assembly by its own annual reports and by the accounts of its activities given in the successive reports on the work of the League. The 16th Session was, however, the first occasion on which any discussion regarding its work had taken place in the Assembly.

This session was a suitable occasion for the consideration of the Institute's work by the Assembly, since it had just submitted to the Council, and the Council had presented to the Governments for their observations, the first two preliminary draft uniform laws which it elaborated, relating respectively to the sale of movable property and the responsibilities of hotel-keepers. The object of these drafts is to facilitate international economic and commercial relations by providing them with a firmer legal basis. The Committee proposed that the Assembly invite Governments to give them early and favourable consideration.

The Committee's attention was also called to the fact that the Institute has accomplished an important piece of work by carrying through the preparatory work for drafting a law relating to the unification of the procedure of arbitration under private law, and is working upon two further questions—namely, the conclusion of contracts between absent persons and the civil responsibility of automobilists.

The Committee also noted the information given in the report on the League's work regarding the collaboration of the Institute in the matter of intellectual rights and the assistance which it has given to various League organizations.

## SECOND COMMITTEE

(Economic, Financial, Transit and Health Questions)

### *Economic and Financial Questions*

With the help of three important reports prepared by the Economic and Financial Organization, the Second Committee made a useful survey this year of the international trade situation. The reports concerned Clearing Agreements, Agricultural Protectionism, and the Present Phase of International Economic Relations.

The Committee noted that the economic situation has no doubt improved in the last two years, but that recovery is unevenly spread throughout the world. It is, they pointed out, lacking in breadth and uniformity. In many countries a discrepancy has been evident between domestic recovery and the continued depressed state of foreign trade. Too often the resumption of industrial activity has been dependent upon the manufacture of war material and army reorganization. Again, the decline in unemployment has been due almost everywhere to direct intervention by the public authorities. On the whole, experience has shown that recovery cannot go beyond certain limits unless it is supported and fostered by international trade, the restoration of which can be the outcome only of international co-operation.

The discussion in the Committee showed that most Governments are fully convinced of the necessity for intensifying foreign trade and, in certain cases, of modifying their commercial policy, subject to the condition that they will be followed by the other countries and that currencies will remain sufficiently stable so that the development of normal commercial transactions will not be hampered.

This latter condition shows the importance of understanding the relationship which exists between commercial policy and the monetary problem. The relationship of these two fundamentals naturally received much attention in the Committee's debates. The general feeling was entirely in favour of the restoration of a stable purchasing power, both internal and external. All agreed that the final object must be the return to an international monetary standard, that is, the gold standard.

In this connection, the Committee noted with great satisfaction that the pound sterling has remained relatively stable in terms of gold for some time past and that the American dollar has been in much the same position for almost two years. This consideration led the Committee to conclude that there is at the present moment a *de facto* position which, by allaying the fears of the other countries, is quite naturally preparing the way for the indispensable reversal of commercial policy.

Encouraged by these prospects, the members of the Committee expressed the hope that, as soon as circumstances—political and other—permit, the position will be examined objectively, in the first place by the countries chiefly concerned, with a view to ascertaining whether it is possible to contemplate for a stated period a *modus vivendi* in which monetary and commercial factors will both play their part.

They considered that, until the moment is favourable for this more comprehensive task, great progress can be achieved by the establishment of co-operation on a bilateral basis between the different countries. This common conviction is expressed in a resolution urging Governments to promote world trade by the conclusion of bilateral agreements embodying the most-favoured-nation clause.

After examining the results of the enquiries already begun and of other work carried out by the Economic and Financial Organization, the Second Committee made certain recommendations with regard to clearing agreements, international loan contracts, and agricultural production.

As regards the clearing system, the Committee agreed that this can be no more than an expedient or makeshift involving numerous drawbacks, and that it should be abolished as soon as possible. It accordingly asked the Council to consider the desirability of organizing, in co-operation with the Bank of International Settlements, a consultation by competent persons with a view to the devising of means for promoting the application of the suggestions made last April by the Joint Committee on Clearing Agreements.

Recognizing that difficulties have arisen for international loan contracts from the variety and, in many cases, the uncertainty of their provisions, the Second Committee invited the Council to arrange for the designation of a committee of legal and financial experts to examine the means for improving contracts relating to international loans issued in the future by Governments or other public authorities and in particular to prepare model provisions—if necessary, with a system of arbitration—which could, if the parties concerned so desired, be inserted in such contracts.

The Economic Committee's Report on Agricultural Protectionism brought out the contrast existing between the necessity of moderate agricultural protection experienced by many countries and the dangers of excessive protection. The discovery of a reasonable dividing-line between these two extremes is, they affirmed, one of the main problems which must be solved if international economic co-operation is to be restored. The Second Committee therefore considered it important that the representatives of agricultural interests should have an opportunity to defend their case, but that they should, at the same time, be called upon to take their share of responsibility in the work of increasing agricultural or other imports and exports. For these reasons, the Committee

proposed that the Economic Committee of the League of Nations resume consultations of agricultural experts such as those which gave interesting results in 1930 and 1931.

### *Communications and Transit*

The Second Committee reviewed the work of the past year of the Communications and Transit Organization. Special reference was made to the problem of the pollution of the sea by oil, as well as the questions of national public works and transport co-ordination.

The Committee considered that the subject of the pollution of the sea by oil was one suitable for solution by an international convention and therefore requested the Council to instruct the Communications and Transit Organization to take steps to complete the preparation of a draft and to submit it to Governments for consideration. It also invited the Council to convene an international conference at an appropriate time.

At the fourteenth session of the Assembly, the Organization had pointed out the interest to be attached to a continuous study of the public works undertaken by States on their own initiative without making an appeal to foreign capital. The importance of this question prompted the Assembly to request information from the Governments of all countries concerning national public works recently executed, or in course of execution. The particulars elicited by this enquiry have been published in a volume, to which is added a supplement of almost equal size. The Second Committee, appreciating the interest of the material thus collected, asked the Organization to arrange for a close and systematic examination of it by experts, so that more detailed inquiries might be made subsequently.

The co-ordination of transport, and more especially of railway and road transport, is occupying the special attention of many Governments at the present time. As a result of the rapid progress in new means of transport, such as motor-cars and aircraft, a large number of countries have found it necessary to take measures of various kinds, partly on economic grounds, but partly also to meet the requirements of national defence or financial or social conditions.

The Second Committee, noting the importance of the question, asked the Communications and Transit Organization to study the situation and the measures taken, on the understanding that the problem of transport co-ordination should be viewed in its widest aspects, namely, technical, economic and financial.

The Committee had before it the second annual report of the League Radio Station ("Radio Nations"), which serves both for telegraphic and telephonic communication and broadcasting. The delegate of Canada took this opportunity to stress the value and importance of "Radio Nations" in the dissemination of news. The public of the world needed to be informed of the day-to-day work of the League Organizations. He hoped the League Secretariat would maintain and extend its relations with the world press and continue to develop its broadcasting service.

### *Health*

The work of the Health Organization was reviewed for the Committee by its Rapporteur, M. Soubbotitch (Yugoslavia), who pointed out that the three salient features of the Organization's work are continuity, practical utility and universality.

Much of the work on which the Organization is engaged has been under way for a number of years. For example the Service of Public Health Statistics was established in 1921. The work of the Organization extends to all continents. At the present moment the Organization is making preparations for a Conference on Rural Hygiene in the Far East.

As regards the results achieved, special reference was made to certain branches of the work being carried on. From studies in the biological assay of certain therapeutic agents, international standards have been obtained, samples of which are procurable through the Secretariat. In the field of epidemiological intelligence, an endeavour is made to supply the Administration of each country with timely information concerning the health situation in neighbouring countries. At Singapore, the Organization has established a Bureau whose epidemiological bulletin is broadcast weekly by ten wireless stations. The Malaria Commission has accumulated a fund of specialized technical knowledge. It has organized international courses in malariology. The Health Committee has recently completed an inquiry into the treatment of syphilis and has formulated methods of treatment which should give satisfactory results in ordinary cases.

Attention was drawn during the discussion of the report to certain schemes for solving the problem of the housing of the unemployed. The Committee welcomed the proposal made by the Italian delegate that an International Exhibition of Rural Housing be held at Rome. The proposal was referred to the Health Committee for consideration.

The various delegates who spoke all paid tribute to the work of the Health Organization, and a resolution was unanimously adopted noting with satisfaction that Governments on all continents are making ever-increasing use of the services of the Health Organization and are affording it a growing measure of support in the discharge of its duties.

### *Nutrition*

The proposal put forward by twelve delegations that the League extend its work to study the problem of nutrition in its relation to public health gave rise in the Second Committee to a discussion which lasted for three days and in which twenty speakers took part.

Mr. Bruce (Australia), who moved the resolution, emphasized the truth contained in the paradox of a glutted market for the farmer on the one hand, and insufficient nourishment in the "protective foodstuffs" (meat, milk, fruit, green vegetables) for a substantial portion of mankind, on the other.

The discussion concentrated on the need for a thorough-going nutrition policy. As one delegate said, it was a question of bringing the excess foodstuffs within the reach of those who have not at present the means to buy them.

Information was provided by some of the delegates with regard to what is already being done in that direction in their own countries. The delegate of Canada stated that, in parts of Canada, school children were supplied with daily rations of milk, while great importance was attached to the preparation of standard diets suitable for persons with small incomes.

Many delegations raised the vital question of the spread in prices between producers and consumers and urged the importance of reducing costs of distribution.

Others emphasized the prevalence of ignorance which, together with poverty, is the cause of malnutrition, not only in the poorer classes, but even in the well-to-do classes.

The proposal for an enquiry, as set forth by the delegate from Australia, met with unanimous approval. The Second Committee therefore recommended that in the first place the Health Organization be asked to continue and develop its work of investigation into nutrition. Concurrently with this, the other technical organizations of the League were instructed to continue their enquiries into the other aspects of the problem—the economic and the financial aspects—in consultation with the International Labour Office and the International Institute of Agriculture. In view of the interdependence of the multiple aspects of the

problem, the Committee further asked the Council to appoint a committee to prepare a general report on the whole problem for the next Assembly.

#### *Constitution and Working of League Committees*

The Second Committee had before it for approval the report of the Committee appointed by the Council, in accordance with the Assembly resolution of 27th September, 1934, to study the constitution, practice and procedure of League Committees with a view to proposing corrections, adjustments and improvements.\*

The Second Committee declared itself to be in general agreement with the terms of the Special Committee's report, and requested the Council to take steps to carry out the general suggestions contained in it. It was of the opinion that these suggestions should be regarded as a statement of principles which the Council could adopt even in the case of committees to which the report of the Special Committee did not refer.

The Second Committee also asked the Council to bear in mind certain proposals of the Special Committee dealing with the terms of reference of the Financial Committee and adopted the suggestions concerning the transformation of the Bureau of the Health Committee. It decided to postpone the question raised by the Special Committee as to whether a new body having powers of initiative and co-ordination should be created for questions connected with economics, finance and communications.

#### FOURTH COMMITTEE

(Administrative and Budgetary Questions)

##### *Financial Position of the League*

The Fourth Committee, whose task is to see that the Assembly's decisions are executed as economically as possible, began its labours this year under fortunate auspices. The efforts at rationalization undertaken at its suggestion have yielded appreciable results, which were reflected both in the accounts and in the draft budget.

The audited accounts for the financial period 1934 showed a cash surplus of 3,878,641 gold francs, and the contributions paid during the first eight months of 1935 represent the highest proportion that has ever been attained by August 31st. It is therefore anticipated that the accounts for the current year will also close without a deficit.

Furthermore, thanks to the efforts of the Committee appointed by the 1934 Assembly, and to the co-operative spirit displayed by the Governments concerned, considerable progress has been made during the past year in the matter of contributions in arrears. There is every reason to hope that, in future, not only current contributions, but also payments in respect of arrears—reduced as they have been in proportion to the present payment capacity of the debtor States—will come in more regularly.

The Committee on the Settlement of Contributions in Arrears has concluded arrangements with ten States (Bolivia, Bulgaria, Chile, China, Cuba, Honduras, Hungary, Liberia, Peru, and Uruguay) for the payment of the balance of their overdue contributions. In approving these arrangements, the Fourth Committee emphasized that they were made on the understanding that failure to pay the current contribution as well as an instalment under the

\*The report has been issued as League document A.16.1935. Among the nine members composing the Special Committee was Dr. W. A. Riddell, Dominion of Canada Advisory Officer accredited to the League of Nations.

arrangement for settlement of arrears would *ipso facto* cancel the arrangement and revive the debt in full.

The Fourth Committee invited the Committee to continue its efforts to reach agreements with States with whom as yet none had been concluded.

### *Budget for 1936*

The Fourth Committee succeeded in substantially reducing the charges imposed on Members of the League, while maintaining the League's administrative organization intact, providing reasonable funds for its main activities and meeting considerable extra expenditure on new humanitarian work.

A month before the session began, the French Government informed the Secretary-General that it would instruct its representative on the Fourth Committee to press for such a reduction in the 1936 budget as would permit of a reduction of 10 per cent in the contributions of States Members.

In reply, the Secretary-General called attention to the considerable reductions that had been made in estimates and in actual expenditure between 1932 and 1936, amounting to 4,254,562 francs for the estimates; during the same period, expenditure had been reduced by 27.6 per cent for the Secretariat, and 14 per cent for the League as a whole. The Secretary-General added that in spite of the loss of contributions from Japan and Germany the proposed contributions for 1936 would be slightly reduced as compared with those for 1935, in consequence of further savings, and that the States Members would be spared the necessity of making good the share of the States withdrawing from the League. The reduction would be equivalent to 8 per cent of their contributions.

The French Government's proposal was officially laid before the Fourth Committee at the opening of the general discussion, and was followed at the next meeting by a counter-proposal pointing out the large savings effected in the estimates and recommending that the French Government's request should be considered when the budget for 1937 was drawn up. The Committee accordingly decided to refer the whole question to the Supervisory Commission for consideration and report.

The Supervisory Commission drew up a report providing for reductions in three directions:

	Gold Francs
1. Postponement until 1937 of the construction of one of the two new wings of the International Labour Office building. . . . .	700,000
2. Reductions in the budget:	Gold Francs
(a) Secretariat. . . . .	400,000
(b) International Labour Organization. . . . .	150,000
(c) Permanent Court of International Justice. . . . .	200,000
	750,000
3. Additional refunds to States Members. . . . .	500,000
Total reduction in contributions. . . . .	1,950,000

The Fourth Committee adopted the Supervisory Commission's conclusions and proceeded to examine the details of the reduced budget.

A number of speakers again drew the Committee's attention to what it has become usual to call "over-budgeting." The budget includes, each year, credits for essential purposes such as the unforeseen expenditure of the Council, the Conference for the Reduction and Limitation of Armaments, the Monetary and Economic Conference and inquiries, on all of which items substantial economies have been regularly effected in the past. It was asked whether the time had not come to create a reserve fund to remedy a position which, at the beginning, was partly justified by the inadequacy of the receipts in respect of contributions.

The Fourth Committee therefore decided to devote a portion of the surplus for 1934 and the amount received in respect of arrears due up to December 31st, 1932, to the creation of such a fund. From this fund it would be possible to

make good any deficiencies in the budgets of the Secretariat and the Permanent Court of International Justice, which have been reduced by 400,000 and 200,000 francs respectively. In the view of the Supervisory Commission, the creation of this new fund should in future make it possible to carry the policy of curtailment of credits even further, and thus permit of further reductions in the budgets of all Member States.

A great many delegates raised the question of salaries. The question, in so far as permanent contracts are concerned, was settled by the report of the Committee of Jurists in 1932, but delegates were unanimous in urging that wherever reductions were legally possible they should be made. The Chairman of the Supervisory Commission assured them that the Commission would continue to exercise particular vigilance in this matter.

As regards the question of the recruitment and promotion in the grade of members of section, the Fourth Committee had before it a counter-proposal by the Polish delegation providing for a basic salary and periodical increments lower than the figures proposed by the Supervisory Commission. A number of delegations endorsed this proposal. It was agreed that it should be studied by the Supervisory Commission with a view to a report to the next Assembly.

In reply to an observation regarding the presentation of the budget, the Chairman of the Supervisory Commission stated that the Commission would consider whether further improvements were possible, more particularly by the insertion of more numerous cross-references.

The Fourth Committee noted with satisfaction that the Administrative Board had decided that a fresh actuarial valuation of the Staff Pensions Fund should be made early in 1936 and that a report containing a complete statement of the position and taking into full account the depreciation of securities should be put before the Assembly at its next ordinary session. It will then be possible to determine what action, if any, can be taken to remedy effectively a situation which is a matter of grave anxiety and concern.

The total sum approved for the 1936 budget is 28,279,901 francs, being 2,359,763 francs less than the figure for 1935 and about 800,000 francs less than the original figure, in spite of the supplementary credits approved during the discussion.

It is divided as follows:—

	Gold Francs
Secretariat.....	14,591,635
International Labour Organization.....	6,699,450
Permanent Court of International Justice.....	2,321,200
Permanent Central Opium Board.....	119,463
Nansen International Office for Refugees.....	270,000
Buildings in Geneva.....	2,334,000
Pensions.....	1,544,153
Assyrians of Iraq.....	400,000
Total.....	28,279,901

#### *Apportionment of Expenses*

For the purpose of the apportionment of expenses, the amount of 28,279,901 must be reduced by the sum of 1,488,442·77 gold francs, representing the proportion of the 1934 surplus refunded to States in accordance with a decision of the Fourth Committee. The net amount to be contributed by Member States in 1936 is therefore 26,791,458·23 gold francs divided into 931 units, each unit amounting to 28,777·10 gold francs. The contribution for which Canada is liable in 1936 is 35 units or 1,007,197·65 gold francs, as compared with 1,060,312 francs in 1935.

A special Committee was set up to consider the whole question of allocation of expenses in order to place before the Assembly at its next session a revised scale, which, it is hoped, may constitute a satisfactory settlement of a long-debated question.

## FIFTH COMMITTEE

(Social and Humanitarian Questions)

*Traffic in Opium and Other Dangerous Drugs*

The Fifth Committee, in reviewing the progress of the campaign against the abuse of opium and other narcotic drugs, approved of the methods employed by the organs of the League set up for this purpose.

The Committee was gratified to note, in particular, that the Supervisory Body set up under the 1931 Convention had been able to apply the estimates system efficiently. Being desirous of facilitating this Body's work in every way, it recommended Governments in future to furnish their estimates punctually and, if possible, before the prescribed date.

The generalization of the system of statistics and the ever stricter supervision of the manufacture of drugs have had the effect that authorized manufacture is tending to adapt itself to legitimate needs. The escape into the illicit traffic of large quantities of drugs originating from authorized factories has ceased, but the illicit traffic has none the less continued, owing to the intensification of clandestine manufacture. As the Canadian delegate pointed out, a rapid increase in the clandestine manufacture of heroin had taken place in the Far East and was a serious menace to the North American continent, which ran the risk of an invasion of narcotic drugs. While appreciating highly the results so far obtained, the Fifth Committee considered that efforts must be redoubled and adapted to meet all new developments.

In view of the extension of clandestine manufacture and the persistence of the illicit traffic, the Fifth Committee emphasized the fact that the universal application of the various International Opium Conventions was essential for the success of the campaign against the abuse of narcotic drugs. It therefore made a further appeal to Governments that had not yet become parties to these Conventions.

Considering that practically all countries in the world, except a majority of the South American countries, send in useful annual reports, the Committee expressed the hope that the Governments of these countries would see their way to extending to the League the same co-operation in this respect as other Governments.

On the subject of limiting the production of raw opium and the coca leaf, the Committee observed that the principal producing countries had not yet supplied information to the Secretariat to enable the matter to be at once considered at a special Conference or otherwise. It therefore requested States concerned to forward this information with the least possible delay.

Among the questions receiving the attention of the League organs, the Fifth Committee noted especially the decision taken at the suggestion of the representatives of Canada and the United States on the Opium Advisory Committee to take up for study the use of postal facilities by drug traffickers.

In view of the importance of securing data as to the extent of addiction and the quantity of drugs consumed annually by addicts in various countries, the Fifth Committee thought that information should be collected on the subject, and expressed the hope that Governments would endeavour to supply this information.

Almost every delegate who spoke stressed the necessity of counteracting drug addiction by an intensive educational campaign and propaganda against the abuse of narcotic drugs. The Fifth Committee was convinced of the urgency of measures of this kind being taken and held it to be indispensable that a joint international plan should be drawn up and that the work necessary to carry such a plan into effect should be co-ordinated.



*Traffic in Women and Children*

The Fifth Committee learned with satisfaction that the difficulties of the present time had not held up the progress of international legislation for the suppression of the traffic in women and children. The most recent of the three instruments concluded in this sphere—the 1933 Convention for the Suppression of Traffic in Women of Full Age—has definitely been acceded to by thirteen countries.

The Committee regretted that the annual reports of the Governments under the first two Conventions had been submitted by only a little more than half of the Members of the League of Nations in the last few years. It wished to remind the Governments that these annual reports were of the greatest assistance to the League in the task entrusted to it by the Covenant of "general supervision over the execution of agreements with regard to the traffic in women and children."

The abolition of licensed houses, the rehabilitation of their inmates and the position of Russian women in the Far East were the questions most discussed in the subsequent debate. The Committee authorized the Secretary-General to appoint an agent of the League and to encourage and co-ordinate efforts on behalf of women of Russian origin, provided, however, that no financial charge should thus be involved for the League.

The Committee also proposed that the Assembly instruct the Secretary-General to make preparations for the holding at the beginning of 1937 of a Conference of the authorities who are responsible in Eastern countries for the measures taken to prevent traffic in women, with a view to securing closer co-operation and a greater exchange of information between them.

*Child Welfare*

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

Noting that the maximum age at which minors are regarded as criminally responsible does not coincide in all legislations with the age at which they attain their civil majority, the Committee considered that a study of the age of criminal responsibility would serve a useful purpose.

The Committee considered that a thorough study should also be made of the problem of the cinematograph as recreation for the young. It was pointed out that the problem may be viewed from two standpoints. From a negative standpoint, the problem is how to prevent children from attending cinematograph performances which might have a harmful effect on them. The Fifth Committee was of opinion that the problem of the cinematograph should be viewed from the positive standpoint—that is to say, means should be found of arranging for the production and exhibition of recreational films suitable for children. In connection with this subject, the Committee desired to mention the International Convention signed by twenty-two countries in October, 1933, with a view to facilitating the international circulation of films of an educational character.

As the Information Centre constituted by the Fifteenth Assembly had now begun its work, the Fifth Committee expressed the hope that all Governments would contribute to make the work of the Centre easier by sending regularly the official documentation at their disposal published by central or local authorities.

It considered that the Child Welfare Committee should give attention, at one of its future sessions, to the question of ill-treated children.

The Canadian delegate expressed Canada's appreciation of the invitation to appoint a Government representative on the Child Welfare Committee, and announced that this representative would be Miss Charlotte Whitton, Executive Director of the Social Welfare Council of Canada, who had already attended the Child Welfare Committee as an assessor.

### *Penal and Penitentiary Questions*

Last year's Assembly instructed the Secretary-General to obtain from Governments information relating to the application of the "Standard Minimum Rules" framed by the International Penal and Penitentiary Commission and to reforms brought about in penitentiary matters. Information was accordingly furnished by about twenty Governments, and statements were also made by the Canadian and several other Assembly delegations, consisting either of the reply of their Governments or of further particulars on the same subject.

The representative of Canada stated that the Canadian penitentiary system was in accordance with the spirit of the Standard Minimum Rules. A system of remuneration for convict labour had been put into force in January, 1935. A scheme of segregation was now being tested with a view to giving every possible advantage to prisoners showing any inclination to reform.

The Committee instructed the Secretary-General to request the Governments which accepted the Standard Minimum Rules for the Treatment of Prisoners to give those Rules all possible publicity by means of official publications and otherwise.

### SIXTH COMMITTEE

#### (Political Questions)

#### *Dispute Between Bolivia and Paraguay*

The Sixth Committee received the report of the Chairman of the Advisory Committee on the Chaco and noted with satisfaction that hostilities had finally ceased in that region and that the Peace Conference had begun its work. At the same time there was no disposition on the part of the Committee to take undue credit on behalf of the League for the settlement of this dispute. The Committee contented itself with congratulating the Governments represented at the Peace Conference on the efforts they had made, and expressed its earnest hope that these efforts would result in the complete re-establishment of peace and good understanding between Bolivia and Paraguay.

#### *Mandates*

The Sixth Committee also considered the work done by the League in connection with mandates during the year. Once again it was acknowledged that the Mandates Commission acquitted itself of the task of supervision, with which the Covenant entrusts it, with the utmost vigilance.

Appreciation was also expressed of the conscientious view taken of their responsibilities by the Mandatory Powers.

Referring to the apprehensions aroused by certain movements tending towards the union of mandated territories with adjacent possessions, the delegates of France, the United Kingdom and the Union of South Africa gave assurances that their Governments will do nothing that might in any way prejudice the solution of the problem, and that, should this prove necessary, they will consult the competent authorities at Geneva.

### *Refugees*

At the present time there are three bodies created by the League, though attached to it in different ways, concerned with this problem: (1) the Nansen International Office for Refugees; (2) the High Commission for Refugees coming from Germany; and (3) the Committee of the Council for the Settlement of the Assyrians of Iraq.

In order to co-ordinate and centralize the refugee work of the League, the Norwegian delegation submitted to the Assembly proposals for the establishment of a central organization at Geneva to replace the existing bodies and to enlarge the work of assistance now undertaken. The Sixth Committee studied these proposals carefully, and, while recognizing that they had some merit, there was a disposition to fear that the setting up of an organization of this kind might make permanent a problem which it was hoped would within a few years be liquidated under present arrangements. Some doubt was expressed whether the League as a permanent function could accept the responsibility for refugees. This doubt developed into definite opposition on the part of those States from whose territories, for various reasons, most of the refugees had come. The Sixth Committee, therefore, in view of the conflict of opinion in the matter, merely proposed that the Council should appoint a small committee to report on the question.

After a careful review of the work of the Nansen Office, which is to be wound up in 1939, the Committee made the following recommendations:

- (1) Governments should ratify the 1933 Convention regarding the international status of refugees.
- (2) They should not expel refugees unless they have obtained entrance visas for another country.
- (3) Governments of immigration countries should co-operate with the Office by informing it of the possibilities of settlement in their territories.
- (4) Governments which have not already done so should adopt the Nansen Stamp System and should in addition consider the plan of issuing surcharged postage stamps as a means of raising money for assisting refugees.

### *Slavery*

The Sixth Committee dealt with the question of slavery in response to a request by the United Kingdom delegation. For the first time, it took cognizance of the work done by the Council with the assistance of the Advisory Committee on Slavery set up by the Assembly. There was general appreciation of the work of the Advisory Committee, which has provided the League with fresh material to assist it in making a step forward in regard to the abolition of slavery.

The Council's proposal with regard to the holding of a special session of the Committee in 1936 was warmly supported; but a reservation, chiefly based on budgetary considerations, was nevertheless made.

### *Intellectual Co-operation*

The Committee congratulated the Organization on its excellent administrative and financial management and approved of its programme of work. This programme includes the publication of a collection of ethnographical and historical works on the origin of American civilization, the conclusion of an international convention for the use of broadcasting in the cause of peace, the revision of history text books to ensure impartiality, and the teaching in the aims of the League of Nations.

## APPROVAL OF THE COMMITTEE REPORTS AND RESOLUTIONS

The Reports and draft Resolutions of the Assembly Committees were considered in plenary sessions and approved. For convenience of reference, the text in full of the Resolutions is set forth in Appendix III to this Report.

### FIRST ADJOURNMENT OF THE SESSION

The Assembly completed the ordinary work of its Sixteenth Session on September 28th, but did not close the session. On the advice of its General Committee it decided to adjourn only, in view of the aggravation of the Italo-Ethiopian dispute.

On the same day, the President announced the receipt of a "very important message" from the United States Secretary of State concerning the work of the Assembly relating to economic problems. This stressed the importance of the restoration of normal international trade.

### RESUMPTION AND SECOND ADJOURNMENT OF THE SESSION

The Assembly met again on October 9th to take action on a communication from the President of the Council transmitting to the President of the Assembly the Minutes of the Council meeting of October 7th. The purpose of the communication may be seen from the following extract from the Minutes:

"The PRESIDENT.—I take note that fourteen Members of the League of Nations represented on the Council consider that we are in presence of a war begun in disregard of the obligations of Article 12 of the Covenant.

"Accordingly, the report of the Council Committee and the Minutes of the present meeting will be sent to all the Members of the League of Nations. As the Assembly stated in its resolution of October 4th, 1921, the 'fulfilment of their duties under Article 16 is required from the Members of the League by the express terms of the Covenant, and they cannot neglect them without a breach of their treaty obligations.'

"The Council has now to assume its duty of co-ordination in regard to the measures to be taken. Since the Assembly of the League of Nations is convened for the day after to-morrow, October 9th, 1935, my colleagues will doubtless feel it desirable to associate the Assembly with their task.

"The report of the Council Committee (appointed on October 5th in connection with the dispute between Ethiopia and Italy) and the Minutes of the present meeting will therefore be communicated to the President of the Assembly."

After an exchange of views, the Assembly, on the proposal of its General Committee, adopted on October 10th a resolution which reads as follows:

"The Assembly,

"Having taken cognizance of the opinions expressed by the Members of the Council at the Council's meeting of October 7th, 1935;

"Taking into consideration the obligations which rest upon the Members of the League of Nations in virtue of Article 16 of the Covenant and the desirability of co-ordination of the measures which they may severally contemplate:

"Recommends that Members of the League of Nations, other than the parties, should set up a Committee composed of one delegate, assisted by experts, for each Member, to consider and facilitate the co-ordination of such measures and, if necessary, to draw the attention of the Council or the Assembly to the situations requiring to be examined by them."

Of the fifty-four Members present at the Assembly, three States expressed a contrary opinion (Austria, Hungary, and Italy); a fourth (Albania) spoke against the application of sanctions, and fifty States Members of the League expressed an opinion in accordance with that of the fourteen States Members of the Council, by conveying, either explicitly by their declarations or tacitly, their Government's acquiescence in the report of the Council concerning the events in Ethiopia.

The Co-ordination Committee met on October 11th and on the same day the Assembly adjourned.

We are, etc.,

G. HOWARD FERGUSON  
J. H. WOODS  
EDOUARD MONTPETIT  
M. WINNIFRED KYDD  
W. A. RIDDELL  
JEAN DÉSY

## APPENDIX I

AGENDA OF THE SIXTEENTH ORDINARY SESSION OF THE  
ASSEMBLY

*As drawn up by the Secretary General*

1. Election of Officers, Appointment of Committees and Adoption of Agenda.
2. Report on the Work of the League since the Last Session of the Assembly.
3. Election of Three Non-Permanent Members of the Council.
4. Permanent Court of International Justice: Election of a Successor to the late M. Mineitciro Adateci.
5. Procedure of the Assembly—Question of the Maintenance of the Rules temporarily adopted in 1933.
6. Composition of Bodies to which Appointments are made by the Assembly.
7. Committees of the League of Nations.
8. Nationality of Women: Convention on the Nationality of Women concluded on December 26th, 1933, at the Conference of American States at Montevideo.
9. Status of Women.
10. Question of prohibiting, under the Provisions of the Covenant, the Supply of Arms and War Material to Belligerents.
11. Amendment of the Covenant of the League in order to bring it into Harmony with the Pact of Paris.
12. Relations between the League of Nations and the Pan-American Union.
13. Nansen International Office for Refugees.
14. Audited Accounts for the Sixteenth Financial Period (1934) and Auditor's Report thereon.
15. Budget of the League of Nations for the Eighteenth Financial Period (1936).
16. Reports of the Supervisory Commission.
17. Contributions in Arrears.
18. Allocation of Expenses.
19. Report of the Administrative Board of the Staff Pensions Fund.
20. Economic and Financial Work.
21. Communications and Transit.
22. Health Work.
23. Traffic in Opium and Other Dangerous Drugs.
24. Social Work.
25. Intellectual Co-operation.
26. Dispute between Bolivia and Paraguay.
27. International Assistance to Refugees.

## APPENDIX II

## SUBJECT LIST OF ASSEMBLY ("A") DOCUMENTS

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Child Welfare . . . . .	54
Committees of the League, Report of Committee appointed to study the constitution, procedure and practice of . . . . .	16, 70
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Financial Questions . . . . .	75
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## APPENDIX III

### TEXTS OF THE RESOLUTIONS ADOPTED BY THE ASSEMBLY

#### 1. PROCEDURE OF THE ASSEMBLY: QUESTION OF THE MAINTENANCE OF THE RULES TEMPORARILY ADOPTED IN 1933

The Assembly decides as follows:

1. The rule relating to the convening of the Finance (Fourth) Committee, established as an experiment by the Assembly's resolution of October 11th, 1933, shall be maintained for the session of 1936—namely:

“ The President of the Council, after consulting the Chairman of the Supervisory Commission, may convene the Finance Committee for a date preceding by not more than one week the first meeting of the ordinary session of the Assembly. The committee shall be composed of the representatives accredited for the purpose by the Members of the League. It shall appoint its Chairman, who shall thereby become a member of the General Committee of the Assembly under the terms of Article 7 of the Rules of Procedure. The establishment of the committee shall be reported to the Assembly at the first plenary meeting of the Assembly.”

2. The Rules of Procedure of the Assembly are amended by the insertion of a new Rule 14 (a), reading as follows:

“ Rule 14 (a).

(i) When the reports and resolutions submitted by the various committees of the Assembly are brought up for adoption in plenary session, the President, in the cases indicated below, shall read the titles of the reports and put forthwith to the vote the resolutions which are proposed.

(ii) The procedure provided for in paragraph (i) shall only apply in cases where the committee has unanimously declared that it does not consider a discussion of the report in plenary session to be necessary and where no delegation has subsequently asked the President to open a discussion on the report. The report must be circulated to the delegations twenty-four hours before it is brought up in plenary session.”

#### 2. PROPOSED AMENDMENTS TO THE RULES OF PROCEDURE OF THE ASSEMBLY

The Assembly adjourns to its ordinary session of 1936 the examination of the proposals contained in the three documents A.49.1935.V, A.I/17.1935 and A.I/18.1935.<sup>1</sup>

#### 3. ENTRY INTO FORCE OF THE AMENDMENTS TO THE STATUTE OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE

The Assembly,

Referring to its resolution of October 14th, 1932, by which it addressed an urgent appeal to the States concerned to ratify as soon as possible the Protocol of September 14th, 1929, concerning the Revision of the Statute of the Permanent Court of International Justice;

<sup>1</sup>The proposals relate to the composition of the General Committee and to the Agenda Committee.

Recalling further that since January 1st, 1931, and pending the entry into force of the above Protocol, the Court has continued to work under a provisional system set up by the Assembly's resolutions of September 25th, 1930;

Considering it to be in the interests of good administration of international justice and of the part which the Court should play in the life of the nations that the Court should be organized upon a definitive basis;

Observing with satisfaction that the Protocol of September 14th, 1929, has been ratified by almost all the States whose ratification is necessary to bring it into force and that all the instruments of ratification except three have been deposited;

Recalling that Articles 4 and 35 of the Statute, as amended by the Protocol of September 14th, 1929, enable the organs of the League of Nations to regularize in an equitable manner the situation, in regard to the election of members of the Court, of States which, having signed and ratified the Statute, are not Members of the League of Nations;

Considering that, according to the information before the Assembly, the States whose ratifications are necessary have indicated an intention to ratify;

Observing accordingly that the entry into force of the Protocol of September 14th, 1929, seems no longer to encounter any difficulty;

Being anxious to accelerate as much as possible the introduction of a reform the utility of which has been generally recognized since 1929:

Requests the Council to take the necessary measures to put the Protocol into force on February 1st, 1936, if the last instruments of ratification have not been deposited before that date, and on condition that the States which have not already ratified have not in the meanwhile made objection to the contemplated procedure;

Instructs the Secretary-General to communicate the present resolution to the Governments of the States concerned.

#### 4. CONDITIONS OF VOTING ON REQUESTS FOR ADVISORY OPINIONS ADDRESSED TO THE PERMANENT COURT OF INTERNATIONAL JUSTICE

The Assembly,

Whereas, by its resolution of September 24th, 1928, it expressed the desire that the Council, when circumstances permitted, would 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;

Observing that such a study has not yet been made and that uncertainty on the matter still persists and may have contributed to diminish the activity of the Permanent Court of International Justice;

Considering that it is desirable for the security of the legal rights of Members of the League of Nations that in cases where it appears indispensable for the accomplishment of the task of the Council or the Assembly that advice should be obtained on some point of law, such advice should, as a general rule, be requested from the Permanent Court of International Justice:

Expresses the desire that the Council will examine the question in what circumstances and subject to what conditions an advisory opinion may be requested under Article 14 of the Covenant.

#### 5. NATIONALITY OF WOMEN: CONVENTION ON THE NATIONALITY OF WOMEN CONCLUDED ON DECEMBER 26TH, 1933, AT THE CONFERENCE OF AMERICAN STATES AT MONTEVIDEO

The Assembly,

After study of the item of its agenda, "Nationality of Women: Convention on the Nationality of Women concluded on December 26th, 1933, at the Conference of American States at Montevideo";

Recalling its resolutions of October 12th, 1932, and October 11th, 1933, by which it requested the Governments to give information as to the effect which they have found it possible to give to Recommendation VI of the Hague Codification Conference of 1930;

Recalling its resolution of October 10th, 1932, regarding the collaboration of women with the League of Nations;

Considering that the collaboration of women is particularly desirable in the study of matters which specially concern them;

Conscious of the importance of the subject:

(1) Remarks with interest the achievement accomplished by the American States in drawing up a Convention in accordance with Recommendation VI of the Conference of The Hague of 1930;

(2) Draws the attention of the Members of the League of Nations to the fact that the Montevideo Convention is open to the accession of all States;

(3) Thanks the women's international organizations for the assistance which they have rendered and will render to the League of Nations in this field;

(4) Renews its recommendation that the States which have signed the Hague Convention of 1930 will deposit their ratifications at an early date;

(5) Requests the Council to continue to follow the development of this important problem, both in the national and in the international field, in order to determine when such development has reached a point at which further concerted international action would be justified.

## 6. STATUS OF WOMEN

The Assembly,

Noting that the question of the status of women was placed on the agenda of the present session for examination, at the instance of a number of delegations, with particular reference to the Equal Rights Treaty signed at Montevideo on December 26th, 1933, by representatives of the Governments of Cuba, Ecuador, Paraguay and Uruguay;

Considering that the terms of the Equal Rights Treaty should be examined in relation to the existing political, civil and economic status of women under the laws of the countries of the world;

Recognizing that the question of conditions of employment, whether of men or women, is a matter which properly falls within the sphere of the International Labour Organization:

(1) Decides that the question of the political and civil status of women shall be referred by the Secretary-General to the Governments for their observations, including observations as to the action which in their view the League might take in this matter, and that the Governments shall be requested to supply to the Secretary-General, together with their observations, information as to the existing political and civil status of women under their respective national laws;

(2) Recommends that the women's international organizations should continue their study of the whole question of the political and civil status of women;

(3) Requests that the observations and information communicated by the Governments and the statements of the said international organizations shall be sent to the Secretary-General for consideration by the Assembly of the League of Nations at a subsequent session;

(4) Expresses the hope that the International Labour Organization will, in accordance with its normal procedure, undertake an examination of those aspects of the problem within its competence—namely, the question of equality under labour legislation—and that it will, in the first place, examine the question of legislation which effects discriminations, some of which may be detrimental to women's right to work.

## 7. INTERNATIONAL INSTITUTE AT ROME FOR THE UNIFICATION OF PRIVATE LAW

The Assembly,

Having examined the part of the Secretary-General's report relating to the work of the International Institute at Rome for the Unification of Private Law (document A. 6 (a). 1935);

Taking into consideration the international draft law of sale and the draft uniform law on the responsibility of hotel-keepers, which have been presented by the Institute to the Council and which the Council, by a resolution of January 14th, 1935, has transmitted to the Governments for their observations:

Notes with satisfaction the work already accomplished and the method of work followed by the Institute; and congratulates it;

And, considering that the object of the above-mentioned draft laws is to facilitate international economic and commercial relations by providing them with a firmer legal basis:

Recognizes the interest which their adoption, with such modifications as it may eventually appear desirable to make in them as the result of the replies of the Governments, would present;

And draws the attention of the Governments to the desirability of giving early and favourable consideration to the two draft laws.

## 8. RELATIONS BETWEEN THE LEAGUE OF NATIONS AND THE PAN-AMERICAN UNION

The Assembly,

Honouring the high ideal of international co-operation which inspired the Colombian proposal as to relations between the League of Nations and the Pan-American Union:

Reserves the right to examine this proposal when it has learnt the outcome of the studies recommended by the seventh Pan-American Conference in a resolution concerning the relations of Pan-American bodies to other organizations;

And authorizes forthwith the Secretary-General to maintain such relations; for mutual information, with the Director-General of the Pan-American Union as may prove desirable.

## 9. WORK OF THE HEALTH ORGANIZATION

The Assembly,

Notes with satisfaction that the national administrations of countries in all continents are making ever-increasing use of the services of the Health Organization and are affording it a growing measure of support in discharge of its duties;

Approves the work of the Health Organization and the Rapporteur's conclusions, and refers to the Health Committee for study the offers of collaboration and the suggestions enunciated in his report (document A.48.1935.III).

## 10. WORK OF THE COMMUNICATIONS AND TRANSIT ORGANIZATION

## The Assembly,

(1) Notes with satisfaction the work performed by the Communications and Transit Organization between the fifteenth and sixteenth ordinary sessions of the Assembly;

(2) Keenly appreciating the interest of the material collected on national public works, asks the Communications and Transit Organization to have a detailed and systematic examination of that material made by experts in order to enable more detailed enquiries to be pursued in this connection later;

(3) Noting the importance for a great number of countries of the problem of transport co-ordination, especially the co-ordination of railway and road transport, asks the Communications and Transit Organization to study the situation and the measures taken to co-ordinate transport in the principal countries concerned, on the understanding that the problem of transport co-ordination should be viewed in its widest aspect—technical, economic and financial;

(4) Taking note of the admirable work performed by the Communications and Transit Organization in investigating the problem of the pollution of the sea by oil, and of the replies received from Governments to the questionnaire addressed to them:

Considers that the subject of the pollution of the sea by oil is one suitable for solution by an international convention;

Requests the Council to instruct the Communications and Transit Organization, to take, as rapidly as possible, and with the assistance of expert advice, if required, the necessary steps to complete the preparation of a draft convention and to submit that draft to Governments for consideration;

Invites the Council, in the light of the observations received from Governments, to convene an international conference on oil pollution at an appropriate time.

## 11. ECONOMIC AND FINANCIAL QUESTIONS

## 1. The Assembly,

Convinced of the inimical effect on international trade of arbitrary restrictions imposed by Governments;

Noting that one of the ultimate objectives of Governments is a return to an international gold standard;

Considering that, even before the re-establishment of such an international monetary standard becomes possible, effective steps might be taken with a view to the removal of impediments to the exchange of goods, and that such a removal is indispensable if the economic recovery of which signs are now apparent is to be developed;

Considering that the recovery of international trade would be greatly assisted by the conclusion, by as many countries as possible, of bilateral agreements having for their object the application of a more liberal economic policy;

Recognizing, further, that the beneficial effects of such agreements would be more widespread when based upon the principle of the most-favoured-nation clause;

Realising that Governments hesitate to enter into agreements of substantial duration if the circumstances in which they were entered into may be subject to violent changes as the result of currency fluctuations:

Recommends that Governments should endeavour to encourage freer trade by the conclusion of bilateral agreements, subject, should they consider it necessary, to the provision that, in the event of a large variation in the rate of exchange between the currencies of the contracting parties, there should be power to take steps to revise the agreement at short notice.

## 2. The Assembly,

After considering the report of the Joint Committee on Clearing Agreements (document C.153.M.83.1935.II.B):

Takes note of the results arrived at by that Committee;

And suggests that the Council should consider the desirability of organizing in a suitable manner, in co-operation with the Bank for International Settlements, a consultation by competent persons with a view to:

(1) Devising means for promoting the application of the suggestions made by the Joint Committee;

(2) Studying any other projects or measures designed to extend international trade and give it greater freedom.

3. The Assembly invites the Council to arrange for the designation of committee of legal and financial experts to examine the means for improving contracts relating to international loans issued by Governments or other public authorities in the future, and in particular to prepare model provisions—if necessary, with a system of arbitration—which could, if the parties concerned so desired, be inserted in such contracts.

The committee should be authorized to obtain the co-operation of the International Institute at Rome for the Unification of Private Law as well as of representatives of bondholders' associations and to consult such experts as it may deem desirable.

4. The Assembly, considering the importance in all countries of the agricultural problem, and the unanimously recognized necessity of seeking the promptest possible solution for it, which solution would do much to relieve the general depression, recommends that the Economic Committee of the League of Nations should resume consultations of agricultural experts such as those which have given interesting results in 1930 and 1931.

## 12. NUTRITION

The Assembly,

Having considered the subject of nutrition in relation to public health and of the effects of improved nutrition on the consumption of agricultural products:

Urges Governments to examine the practical means of securing better nutrition and requests the Council:

(1) To invite the Health Organization of the League of Nations to continue and extend its work on nutrition in relation to public health;

(2) To instruct the technical organizations of the League of Nations, in consultation with the International Labour Office and the International Institute of Agriculture, to collect, summarize and publish information on the measures taken in all countries for securing improved nutrition and,

(3) To appoint a Committee, including agricultural, economic and health experts, instructed to submit a general report on the whole question, in its health and economic aspects, to the next Assembly, after taking into consideration, *inter alia*, the progress of the work carried out in accordance with paragraphs (1) and (2) above.

[Resolution adopted on September 27th, 1935 (Morning).]

## 13. COMMITTEES OF THE LEAGUE OF NATIONS

The Assembly adopts the report of the Second Committee (document A.70.1935).

## 14. FINANCIAL QUESTIONS

1. The Assembly, under Article 38 of the Regulations for the Financial Administration of the League of Nations, finally passes the audited accounts of the League of Nations for the sixteenth financial period, ended December 31st, 1934.

2. The Assembly,

Under Article 17 of the Regulations for the Financial Administration of the League of Nations:

Passes for the eighteenth financial period ending December 31st, 1936, the budget of the League of Nations, amounting to 28,279,901 francs;

And decides that the aforesaid budget shall be published in the *Official Journal*.

3. Except on the question of the recruitment and promotion in the scale of members of section, the Assembly adopts the conclusions of the various reports of the Supervisory Commission submitted for its consideration (documents A. 5, A. 5(a), A. 5(b). 1935. X).<sup>1</sup>

It decides therefore to amend Article 22 of the Regulations for the Financial Administration of the League of Nations to read as follows:

"1. States not Members of the League which have been admitted members of any organization of the League shall contribute towards the expenses of the organization concerned in the proportion in which they would contribute to such expenses if they were Members of the League.

"The contributions of States not Members of the League, which shall be calculated on the total outlay of the organizations to which they have been admitted members, shall be applied exclusively to the expenses of such organizations.

"2. The amounts receivable in accordance with paragraph 1 shall be shown separately in the budget; they shall be entered as revenue in the budget for the financial year for which they have been fixed, and shall be applied to reduce the sums to be contributed by the Members of the League. They shall be collected by the autonomous organizations themselves, which shall, in so doing, be guided by the rules laid down in Article 21; the competent officials shall supply the Secretary-General with the necessary information as to the results obtained.

"3. The provisions of the first clause of paragraph 1 shall not apply to the case of a State not a Member of the League which accepts an invitation to participate in the work of a League organization without any condition as to contributing to the expenses of the organization.

"4. The amounts receivable in accordance with paragraph 3 shall, when received, be applied to reduce the total sum chargeable for the following year to the Members of the League. "The Secretary-General shall secure that the amounts referred to in the previous clause are collected."

<sup>1</sup> These conclusions relate to the accounts for the financial year 1934; budget for 1936; disposal of 1934 surplus; form of the budget; transfer of officials from the Staff Provident Fund to the Pensions Fund; Articles 22 and 23 (1) a of the Financial Regulations; future disposal of the building now occupied by the Secretariat; increase in the League contribution to the Nansen International Office for 1936; supplementary credit for the construction of the new League building; reduction of contributions of States Members for 1936; supplementary credits; and the creation of a reserve fund.

And to complete Article 23 by the addition of the following paragraph  
(i) a: •

“The same shall apply to the contribution payable to the expenses of the Permanent Court of International Justice, under Article 35, paragraph 3, of the Statute of the Court, by States which are parties to disputes before the Court and are not Members of the League of Nations.”

4. The Assembly,

Takes note of the report of the Administrative Board of the Staff Pensions Fund for the year 1935 (document A.11.1935.X);

Takes note of the report of the Consulting Actuary on the second valuation of the Fund (document A.10.1935.X);

Decides that, for the time being, the Fund shall be valued annually by the Consulting Actuary;

Decides to amend as follows the last passage of Article 1, paragraph 1, of the Staff Pensions Regulations:

“ . . . and after a medical examination showing that the official is in good health at the time of his appointment, that he is free from any defect or disease likely to interfere with the proper discharge of his duties, and that there is no record of disease in his past medical history or clearly marked predisposition to any disease likely to cause premature invalidity or death”;

Adopts the accounts of the Fund as submitted by the Auditor;

And decides, having regard to Article 7, paragraph (a), of the Staff Pensions Regulations, that the contribution of the League to the Pensions Fund for 1936 shall be 9 per cent of the pensionable emoluments of the members of the Fund.

5. The Assembly appoints to the Supervisory Commission, for the period ending December 31st, 1938:

As a regular member, M. C. Parra-Pérez;

As substitute members, M. Georges de Ottlik and M. Jan Modzelewski.

6. The Assembly appoints to the Administrative Board of the Staff Pensions Fund, for the period ending December 31st, 1936:

As a regular member, Mr. Francis T. Cremins;

As a substitute member, M. C. van Rappard.

7. The Assembly adopts the present report of the Fourth Committee. (document A. 75.1935.X).

#### 15. CONTRIBUTIONS IN ARREARS

The Assembly,

Adopts the two reports of the Special Committee on Contributions in Arrears as approved by the Fourth Committee (documents A.15 and A.73.1935.X);

Notes with satisfaction that, as a result of the work of the Special Committee, settlements have been reached with certain States for the payment of their arrears;

Invites the Special Committee as at present constituted<sup>1</sup> to continue its tasks and to present a report to the Assembly at its seventeenth session.

<sup>1</sup>M. C. J. Hambro (Norway), Count Carton de Wiart (Belgium), Sir Frederick Phillips (United Kingdom), M. Stefan Osusky (Czechoslovakia), M. César Zumeta (Venezuela).



## 16. ALLOCATION OF THE EXPENSES OF THE LEAGUE

The Assembly,

Adopts the report of the Fourth Committee on the allocation of expenses for 1936 (document A.74.1935.X);

Decides (a) on the allocation of one unit to Ecuador; (b) that the contribution of China should be reduced from 46 to 42 units; (c) that, subject to these decisions, States Members shall pay the same number of units for 1936 as they paid for 1935;

Appoints the following persons as members of the Committee on Allocation of Expenses for 1936: M. Kagan Avsey, M. Cavazzoni, M. Gomez, M. Hambro, M. Cemal Hüsnü, M. Pardo, Sir Frederick Phillips, M. Rajawangsan, M. Réveillaud.

## 17. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

The Assembly takes note of the report submitted by the Fifth Committee and adopts the conclusions of the report (document A.56.1935.XI).

## 18. CHILD WELFARE

## I

The Assembly,

Having found, on the basis of the information collected by the Child Welfare Committee, that most countries still allow children in certain cases to be sentenced to imprisonment or to be kept in prison pending trial;

That, according to an opinion already twice expressed by the Committee, confinement in prisons should be absolutely excluded in the case of children, and that, in cases of delinquency, the treatment applied to them should be prompted by a desire for their education and training and not for their punishment;

That even the best-organized prison is not, in view of its character, a suitable place for applying educative methods to children who are in process of mental and physical development:

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

## II

The Assembly,

Having regard to the recommendation adopted by the nineteenth session of the International Labour Conference (1935) concerning unemployment among young persons:

Asks the Child Welfare Committee to keep itself informed, through the International Labour Office, of the measures taken by States Members to give effect to recommendation;

Considers it desirable that the Child Welfare Committee, at one of its future sessions, should give attention to the question of ill-treated children;

Finally, points out that the Committee's attention should be directed mainly towards normal children, but feels that, at the same time, before formulating a definite opinion regarding the entire question, a practical expedient would be to submit the Rapporteur's observations on this subject (document A.V/2.1935) for the study of the Child Welfare Committee, in order that the Fifth Committee should be able to discuss the matter at a later session on the basis of the Child Welfare Committee's report.

## 19. TRAFFIC IN WOMEN AND CHILDREN

## 1. The Assembly,

Having taken cognizance of the fact that the 1921 Convention for the Suppression of Traffic in Women and Children has been ratified or definitely acceded to by fifty States and the 1923 Convention for the Suppression of the Circulation of and Traffic in Obscene Publications by not less than fifty-four States;

Considering that both these Conventions have now reached almost universal application;

And considering that the ratification of or accession to these Conventions by the few remaining States would further the purpose aimed at by these two Conventions:

Instructs the Secretary-General of the League of Nations to make an appeal to the remaining States Members of the League which have not yet ratified or acceded to these Conventions to become parties to them as soon as possible.

## 2. The Assembly,

Having taken cognizance of the information with regard to the position of women of Russian origin in the Far East, submitted to the Fifth Committee by different Governments, together with that obtained by the Secretariat;

Considering the discussions which have taken place in the Traffic in Women and Children Committee at its session in May, 1935, and the resolution agreed to by that Committee and approved by the Council of the League of Nations in May, 1935;

Having regard to the fact that the majority of the replies to the enquiry carried out by the Secretariat of the League of Nations into the present position of women refugees of Russian origin in the Far East suggest that the League of Nations should appoint an agent to encourage and co-ordinate all efforts to improve the position of these women:

Invites the international societies which carry on work among women to strengthen and co-ordinate their activities in that part of the world;

Is of opinion that financial help will be needed to enable the necessary social measures to be taken in different centres;

Expresses the hope that the funds necessary for this purpose may be collected through the co-operation of the voluntary organizations and public authorities;

Authorizes the Secretary-General to endeavour to secure the services of a competent person (preferably a woman), resident in the Far East or in a position to proceed there, who could act as agent of the League of Nations;

And requests the Council to appoint the selected person as agent of the League of Nations for the purpose of encouraging and co-ordinating efforts to improve the position of women of Russian origin who are engaged or likely to become engaged in prostitution; this appointment should not, however, involve, in the present circumstances, any financial charge upon the League.

## 3. The Assembly,

Taking into consideration the opinion expressed by the Assembly at its fifteenth session that the report of the Commission of Enquiry on Traffic in Women and Children in the East (document C.849.M.393.1932.IV) should be considered at a conference of the authorities who are responsible in Eastern countries for the measures taken to prevent traffic in women, with a view to securing closer co-operation and greater exchange of information between them;

Considering the resolution of the Traffic in Women and Children Committee at its session in May, 1935, which suggests that the conference should take place in the autumn or winter of next year, after careful preparation in consultation with the Governments concerned:

Observes that, the chief purpose of this conference being the establishment of closer co-operation and greater exchange of information between the authorities in the East, it can only take place usefully in the East itself, and that its purpose cannot be fulfilled by a meeting held in Geneva;

Is of opinion that the beginning of the year 1937 is the most suitable date for the holding of the conference, as this allows of consultation with all the Governments and organizations interested, as well as for careful technical preparation for the conference;

And instruct the Secretary-General to avail himself of the authorization given by the Council of the League of Nations to make without delay all the necessary preparatory arrangements in consultation with the Governments concerned, especially with regard to the choice of a place of meeting, the manner in which the conference is to be constituted and the subjects to be discussed. The final decision as to the convocation of the conference would be taken by the Council at the end of the next ordinary session of the Assembly.

## 20. PENAL AND PENITENTIARY QUESTIONS

The Assembly,

Having taken note of the Secretary-General's annual report on penal and penitentiary questions (document A.21.1935.IV), together with the communications of the International Bureau for the Unification of Penal Law, the International Penal and Penitentiary Commission and the Howard League for Penal Reform (document A.V/7.1935);

Expressing its satisfaction with the development of co-operation between the League of Nations and the technical organizations dealing with penal and penitentiary problems on the international plane;

Considering that persons deprived of their liberty, and whatever the form of their detention, should not be subjected to treatment inconsistent with the Standard Minimum Rules for the Treatment of Prisoners drawn up by the International Penal and Penitentiary Commission and recommended to Governments by the 1934 Assembly (document A.45.1934.IV);

Considering that these Rules should be given the widest possible publicity in all States:

Instructs the Secretary-General:

(1) To request the Governments which accept the Standard Minimum Rules for the Treatment of Prisoners to give to those Rules all possible publicity by means of official publications and otherwise;

(2) To inform the Governments that the attention of the Assembly has been drawn to the alleged existence, in certain parts of the world, of various reprehensible practices which are not only inconsistent with the Standard Minimum Rules, but are also contrary to the principles of rational treatment of prisoners, such as:

- (a) The deprivation of the opportunity for prisoners to worship according to their religion and to converse in private with a priest or minister of their faith;
- (b) The use of violence and other forms of physical constraint, either in police cells or in prisons or other places of detention, with a view to extorting confession or evidence;
- (c) The employment of prisoners in gangs under conditions akin to slavery;

- (d) Protracted underfeeding to an extent likely to be injurious to the health and lives of prisoners;
- (e) The detention of women in prisons without the direct supervision of women officers;

(3) To convey to Governments an expression of its hope that such practices, where they exist, will be abandoned.

The Secretary-General is asked to communicate this resolution to all States Members and non-members of the League, together with the report on penal and penitentiary questions of the Fifth Committee to the Assembly (document A.63.1935.IV).

#### 21. ASSISTANCE TO INDIGENT FOREIGNERS

The Assembly takes note of the documentary material submitted with regard to the proposals of the Committee of Experts on Assistance to Indigent Foreigners and the Execution of Maintenance Orders abroad, and recommends that this Committee should meet shortly so as to continue its efforts to improve the lot of indigent foreigners.

#### 22. INTERNATIONAL RELIEF UNION

The Assembly,

Having taken cognizance of the report on the activity of the Executive Committee of the International Relief Union for the period from July 12th, 1933, to December 31st, 1934 (document C.346.M.175.1935.XII):

Is gratified to know that thirty States have acceded to the Union, and expresses the hope that further accessions will come to reinforce the authority and means of action of that Union;

Expresses its satisfaction at the first steps taken by the Union in the presence of certain calamities and at the encouraging reception given by several Governments to one of its appeals;

Furthermore, lays stress on the importance of the measures taken, with a view to ensuring the co-ordination of the efforts of other relief organizations and encouraging, especially by the appointment of experts, preparatory studies for the purpose of facilitating future action;

Pays tribute to the purposes of the Union and the steps taken to ensure its development.

#### 23. DISPUTE BETWEEN BOLIVIA AND PARAGUAY

The Assembly,

Noting the statement made at the third meeting of the Sixth Committee by the Chairman of the Advisory Committee and relying on this Committee to continue to follow the situation:

I. Expresses its great satisfaction at the signature of the Protocols of June 12th, 1935, which put an end to hostilities between Bolivia and Paraguay and made possible the opening of the Peace Conference at Buenos Aires;

II. Congratulates the Governments represented at the Conference on the efforts they have made in the interests of peace, and expresses its earnest hope that the prosecution of these efforts will result in the complete re-establishment of peace and good understanding between Bolivia and Paraguay.

#### 24. MANDATES

The Assembly,

Having noted the activity of the mandatory Powers, the Permanent Mandates Commission, and the Council in regard to the execution of the provisions of Article 22 of the Covenant:

Expresses its appreciation of the work accomplished by the mandatory Powers and the organs of the League responsible for the supervision of the mandates, and renews the expression of confidence in them voted by previous sessions of the Assembly.

It trusts that their efforts, pursued in a broad co-operative spirit, will bring about that progress which is the essential object of the institution of the mandate.

## 25. SLAVERY

The Assembly,

Having noted the activities of the Council and of the Advisory Committee of Experts on Slavery:

Expresses the hope that the Governments concerned will act on the suggestions and recommendations sent to them by the Council and will communicate the necessary information in order to enable the Committee to perform its task, and

Approves the programme of work for the year 1935-36 embodied in the States not members of the League which are parties to the 1926 Slavery Convention.

## 26. WORK OF THE INTERNATIONAL INTELLECTUAL CO-OPERATION ORGANIZATION

### 1. *General Resolution.*

The Assembly,

Having taken cognizance of the various documents submitted to it concerning the activities of the International Intellectual Co-operation Organization—viz.:

(1) The Committee's report on the work of its seventeenth plenary session, and the various documents annexed thereto (document C.290.M.154.1935.XII);

(2) The report of the Governing Body of the International Institute of Intellectual Co-operation (document C.278.M.145.1935.XII):

Notes with satisfaction the continued development of the work of this Organization described by the Council;

Associates itself with the congratulations offered by the Governing Body to the International Institute of Intellectual Co-operation on its excellent administrative and financial management;

Approves the programme of work for the year 1935-36 embodied in the reports and resolutions of the International Committee on Intellectual Co-operation and the Governing Body of the Institute.

### 2. *Tours of Educationists.*

The Assembly stresses the great importance, both from an educational standpoint in the proper sense of the term and from an international standpoint, of the organization of tours of educationists, who would be invited to visit one or more countries for the purpose of studying all matters relating to teaching on the League of Nations and international questions.

### 3. *Proposal by the Roumanian Delegation.*

The Assembly,

Approves the proposal of M. I. Pillat, Roumanian delegate, that the Institute of Intellectual Co-operation should publish through an international committee, assisted by national advisory committees, a selection of translations, into one or more of the worldwide languages, of representative classical works from the literatures of the various European regional languages;

Refers the proposal to the Committee on Intellectual Co-operation for investigation by the Institute of Intellectual Co-operation, so that reasoned suggestions may be put forward by the Committee at the next session of the Assembly.

4. *Collection of Ethnographical and Historical Works on the Origins of American Civilization.*

The Assembly,

Having studied the scientific and financial plan which the Institute of Intellectual Co-operation was asked to put forward by the fifteenth Assembly of the League of Nations with regard to a collection of ethnographical and historical works on the origins of American civilization:

Emphasizes, like the Committee on Intellectual Co-operation itself, the great value of this scheme and its importance to a better mutual comprehension between America and the other continents;

Observes that it is chiefly for the Governments themselves, and the learned institutions concerned, to provide for the scientific realization of the project by means of special contributions;

Shares the opinion of the International Committee on Intellectual Co-operation that the proposed publication should be further examined by competent persons appointed to draw up the final plans for the collection in such a way that it may provide a wide survey of the period envisaged in a comparatively small number of volumes, and to direct the undertaking. The latter, which will be carried out under the auspices of the Intellectual Co-operation Committee will be under the scientific management of the persons thus appointed.

The Assembly will be glad to hear next year of the stage the project has reached.

5. *Broadcasting and Peace.*

The Assembly,

Having examined the draft International Convention for the use of broadcasting in the cause of peace which has been drawn up by the Intellectual Co-operation Committee at the request of the Assembly itself, and which has twice been studied by the States Members and non-members of the League of Nations:

Requests the Council to place the conclusion of this agreement on the agenda of the next Assembly. The problem can be examined in 1936 by an *ad hoc* Conference constituted during the Assembly by delegates provided with the necessary powers.

6. *Declaration concerning the Revision of History Text-books.*

The Assembly,

Noting the persevering efforts carried on for many years by the Intellectual Co-operation Committee for the purpose of ensuring the impartiality of school textbooks, and especially of history books:

Recognizes that Government action would give the most effective support to these efforts;

Accordingly requests the Council to communicate to the States Members of the League of Nations and to the non-member States the declaration prepared by the Committee concerning the revision of history text-books and to ask them to sign it.

7. *Relations of the Intellectual Co-operation Organization with the International Council of Scientific Unions.*

The Assembly,

Convinced that the establishment of closer relations between the Intellectual Co-operation Organization and the International Council of Scientific Unions is in the best interests of both institutions:

Takes note of the basis of collaboration suggested by the Intellectual Co-operation Committee at its seventeenth session;

And decides, in order to facilitate the carrying-out of the proposed programme by the convocation of a committee of scientific experts, to insert an appropriation of 6,000 francs in the League's budget for the financial year 1936.

8. *National Committees on Intellectual Co-operation.*

The Assembly,

Draws the attention of Governments to the General Conference of National Committees on Intellectual Co-operation, which is to be held at Paris in 1937, in connection with the Universal Exhibition of Civilization;

Expresses the hope that the Governments will facilitate the realization of this project by affording substantial aid to their National Committees.

9. *International Agreement on Art Exhibitions.*

The Assembly, endorsing the resolution of the Intellectual Co-operation Committee, approves the proposal that the International Museums Office should study an international agreement for the regulation of art exhibitions.

10. *Intellectual Rights.*

The Assembly,

Requests the Governments signatories of the Paris Convention on Industrial Property, as revised in London, to expedite their ratification of this Convention as far as possible;

And to introduce, if necessary, into their municipal law provisions for maintaining, for at least a certain period, the patent rights in respect of discoveries divulged by their own authors in the form of scientific communications;

Asks the Institute of Intellectual Co-operation and the Institute for the Unification of Private Law, acting in concert, to pursue their studies and efforts to promote, by bringing into harmony the Berne and Havana Conventions, the conclusion of a general agreement affording effective protection to intellectual works in the countries of both continents.

11. *International Radiobiological Centre.*

The Assembly draws the favourable attention of the States Members of the League of Nations to the creation of an international radiobiological centre at Venice.

12. *International Education Cinematographic Institute.*

The Assembly fully endorses the terms of the various resolutions adopted by the International Committee on Intellectual Co-operation regarding the problem of educational cinematography. In particular, it congratulates the Rome Institute on the publication of the review *Interciné*, on the completion of its "Cinematographic Encyclopædia", and on the recent creation of a centre for the study of television.

## 27 ESTABLISHMENT OF THE ASSYRIANS OF IRAQ

The Sixth Committee,

Recognizing the efforts made by the Committee of the Council for the Settlement of the Assyrians of Iraq to find a destination for those Assyrians who may wish to leave that country;

Considering that the projected scheme of settlement in the Ghab area of the French mandated territories of the Levant offers the prospect of a satisfactory and permanent solution of the Assyrian problem;

Taking note of the extent to which the Iraqi Government, the Government of the United Kingdom and the authorities of the French mandated territories of the Levant are prepared to contribute to the realization of this scheme, and in the firm hope of contributions from private charitable organizations;

Recognizing that a considerable balance is nevertheless inevitable when all these contributions have been taken into account;

Having regard to the special features of the problem and more particularly its humanitarian aspect, the deep interest which the Council has always taken in its solution and, finally, the dangers to the tranquillity of the Near East which a postponement of a decision would involve:

Considers that the proposal of the United Kingdom concerning the financial participation of the League is worthy of the most sympathetic consideration of the Assembly and consequently refers to the Fourth Committee the question of the provision of the necessary funds.

## 28. INTERNATIONAL ASSISTANCE TO REFUGEES

The Assembly adopts the report of the Sixth Committee (document A.64.1935.XII).

29. RUSSIAN, ARMENIAN, ASSYRIAN, ASSYRO-CHALDEAN, SAAR AND  
TURKISH REFUGEES

The Assembly,

(1) Having noted the report of the Governing Body of the Nansen International Office for the year ending June 30th, 1935, on the work done for Russian, Armenian, Assyrian, Assyro-Chaldean, Saar and Turkish refugees (document A.22.1935.XII):

(2) Expresses its gratitude to the Office and to the Inter-Governmental Advisory Commission for the valuable services rendered to the Governments and to the refugees by improving the position of a very considerable number of refugees in spite of great economic and other difficulties;

(3) Thanks the Governments which have given effect to the recommendations made at its last session concerning the communication to the Office of refugee settlement possibilities; the placing of credits at the disposal of the Office for a definite solution of the refugee problem in their territories; the general application of the Nansen stamp system, and the adoption of proposals for the issue of surcharged postage stamps for the benefit of the funds of the Office;

(4) Recommends the Governments to ratify the 1933 Convention;

(5) Again urges Governments not to expel refugees unless they have obtained entrance visas for another country;

(6) Requests the Governments of the immigration countries to continue to co-operate with the Office by informing it of the possibilities of settlement in their territories;



(7) Recommends the Governments to consider the advantage of capitalizing their expenditure on refugees and of placing such funds at the disposal of the Office for the settlement of refugees;

(8) Requests the Governments which have not already done so to adopt the Nansen stamp system;

(9) Recommends Governments to consider the plan of issuing surcharged postage stamps in accordance with suggestions made by the Inter-Governmental Advisory Commission for Refugees at its session of March 15th, 1935.

### 30. COMMISSION OF ENQUIRY FOR EUROPEAN UNION

The Assembly,

Having consulted its General Committee on the procedure to be followed with regard to the question appearing on the agenda for the session as Item 6 (a):  
Commission of Enquiry for European Union:

Notes that circumstances have been such that the Commission has been unable to meet since the last session;

And decides, such being the case, to renew the mandate of the Commission of Enquiry for European Union for the coming year and to place the question on the agenda for the next session of the Assembly.

(Text of Resolution respecting Co-ordination of Measures under Article 16 of the Covenant quoted on page 21.)

# REPORT

OF THE

## CANADIAN DELEGATES

TO THE

# SEVENTEENTH ASSEMBLY OF THE LEAGUE OF NATIONS

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GENEVA

21st September - 10th October, 1936



OTTAWA

J. O. PATENAUDE, I.S.O.

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1937

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# Report of the Canadian Delegates to the Seventeenth Assembly of the League of Nations.

OTTAWA, January 13, 1937.

TO HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL:

## ORGANIZATION OF THE ASSEMBLY

The Seventeenth Ordinary Session of the Assembly of the League of Nations was held in Geneva from 21st September to 10th October, 1936.

Fifty-two of the fifty-seven States Members of the League were represented at the opening Session, those absent being Guatemala, Honduras, Italy, Paraguay and Salvador.

The Canadian Delegation was headed by the Prime Minister and Secretary of State for External Affairs, the Right Honourable W. L. Mackenzie King. The other Canadian delegates were the Honourable Raoul Dandurand, K.C., Senator; the Honourable Norman McL. Rogers, Minister of Labour, with the following as substitute delegates: Mr. O. D. Skelton, Under-Secretary of State for External Affairs, and Mr. W. A. Riddell, Dominion of Canada Advisory Officer accredited to the League of Nations; and Lieutenant-Colonel G. P. Vanier, as Technical Adviser.

The proceedings of the Assembly were, in accordance with precedent, opened by the President of the Council, M. Rivas Vicuna, delegate of Chile. In his opening speech M. Vicuna said that in the opinion of the Chilean Government the present was a critical moment in history. His Government believed it of supreme importance that the League should be universal, and he urged that all appropriate means should be taken to secure the co-operation of all States in the ideal of peace; the study of the Covenant, its application and possible reform, should be undertaken without delay.

He further hoped that at this present Assembly the Members of the League would consider what economic action might be taken to bring about better economic and trade conditions, action which in turn would assist to ameliorate the political situation. He referred also to the technical and humanitarian work of the League, in particular to the results obtained in the campaign against narcotic drugs, and concluded with a renewed plea for united action in the cause of peace.

### *Credentials Committee*

At the conclusion of his speech the Chairman proceeded to the first item on the agenda, the election of the Committee to report on credentials. The voting was held by secret ballot. The following were elected:—

- Mr. Eden (United Kingdom)
- Mr. Litvinoff (U.S.S.R.)
- M. Delbos (France)
- M. Osusky (Czechoslovakia)
- M. Politis (Greece)
- M. Rüstü Aras (Turkey)
- M. Tudela (Peru)
- Mr. Jordan (New Zealand)
- M. Limburg (Netherlands).

The work of the Credentials Committee, which is usually of quite a formal nature, became of exceptional importance at the Seventeenth Assembly because of the question of the status of the Ethiopian delegation. Nominations to the Credentials Committee were therefore of considerable importance and an effort was made to secure representation of the major European Powers. The Committee brought in two reports; part of the second dealt with the position of the Ethiopian delegation, as follows:—

Much more lengthy consideration had to be given to the case of the Ethiopian delegation. Its credentials are derived from the same authority as had more than once in the past issued the full powers of the Ethiopian delegation to previous sessions of the Assembly. On the dates on which they were issued (September 14th and 19th), however, the situation in Ethiopia had greatly changed in various respects. The head of the State is in a foreign country; the Government is no longer in the capital; according to some of the documents submitted, a governmental authority is stated to be established in another part of the country. It seems exceptionally difficult to judge of the nature and extent of the power of that authority, and of the strength of the connections still existing between it and the Head of the State. The question that accordingly presented itself to the Committee was whether the Head of the State from whom the credentials under examination emanate was exercising his legal title effectively enough to make those credentials perfectly in order.

The question seemed to the Committee an extremely delicate one. No Member suggested that it should be settled in the negative, and that the credentials in question should accordingly be declared to be manifestly not in order. None the less, all the members of the Committee felt some doubt whether they really were in order. In those circumstances, the Committee at one time thought of proposing that the Assembly should ask the Permanent Court of International Justice for an advisory opinion as to whether, in view of the present position of His Majesty Haile Selassie I, the credentials in question meet the requirements of Rule 5, paragraph 2, of the Rules of Procedure of the Assembly, so as to enable the holders of those credentials to be regarded as the representatives of a Member of the League within the meaning of Article 3, paragraph 1, of the Covenant.

But an additional question immediately arose. If the Court were to be consulted on the above-mentioned point, it could not be expected to be able to give its opinion for several weeks, by which time the present session of the Assembly would probably have come to an end. What would the Ethiopian delegation's position be meanwhile? According to Rule 5, paragraph 4, of the Rules of Procedure of the Assembly, "any representative to whose admission objection has been made shall sit provisionally with the same rights as other representatives, unless the Assembly decides otherwise."

In view of this provision, it became clear that the question whether the Ethiopian delegation could or could not sit during the present session of the Assembly would, in practice, be settled before the Hague Court could give its opinion.

Accordingly, the view finally prevailed that reference to the Hague would have no practical value, and that therefore the best solution would be to propose that the Assembly should consider the credentials submitted by the Ethiopian delegation, despite the doubt as to their regularity, as sufficient to permit that delegation to sit at the present session.

This opinion met with the unanimous approval of the Committee, which, in adopting it, took into account the consideration that, in such a case, the delegation in question should have the benefit of the doubt, and also that, in view of the present situation in Ethiopia, by the adoption of

the solution indicated, which holds good only for the present session, nothing is done to prejudice the future.

In view of the foregoing, and with the fullest realization of its responsibilities, your Committee has the honour to propose that you should admit the Ethiopian delegation to take part in the proceedings of the present session of the Assembly.

The delegates of Hungary, Austria and Albania asked for a vote by roll-call. The vote was taken and the report was adopted by a large majority, the States voting against being Albania, Austria, Ecuador, and Hungary, while the States abstaining were Bulgaria, Panama, Portugal, Siam, Switzerland and Venezuela.

In a letter addressed to the Secretary-General, the First Delegate of Panama, M. Galileo Solis, explained his Government's abstention from the voting on the ground that it was considered that participation would have involved acceptance of the Credential Committee's competence to consider whether a State Member had or had not lost his rights as such in the League. He held that the Italo-Ethiopian dispute in so far as it concerned the League "still subsists and will continue to do so until the Assembly decides to solve it one way or the other."

#### *Election of Officers and Formation of Committees*

The officers of the Assembly were elected as follows:—

*President:* M. Carlos Saavedra Lamas (Argentine)

#### *Vice-Presidents*

The first delegates of the following six countries:—

France (M. Yvon Delbos).  
 United Kingdom (Mr. Anthony Eden).  
 Yugoslavia (Dr. Milan Stoyadinovitch).  
 Canada (Mr. W. L. Mackenzie King).  
 U.S.S.R. (M. Maxime Litvinoff).  
 Italy ( ).

The following Committees were convened under the Chairmen named:—

First Committee (Constitutional and Legal Questions):

M. Limburg (Netherlands).

Second Committee (Work of Technical Organizations):

M. F. van Langenhove (Belgium).

\* Third Committee:

M. Lange (Norway).

Fourth Committee (Administrative and Budgetary Questions):

M. Guani (Uruguay).

Fifth Committee (Social and Humanitarian Questions):

M. Schmidt (Estonia).

Sixth Committee (Political Questions):

M. Motta (Switzerland).

Agenda Committee:

M. Beck (Poland).

Credentials Committee:

M. Tudela (Peru).

\*General Commission:

Mr. Bruce (Australia).

\*The Third Committee and the General Commission were not set up with the others at the beginning of the Assembly, but were constituted later. For the circumstance which occasioned their being set up see the section on each below.

The President and the Vice-Presidents of the Assembly, together with the Chairmen of the above Committees, formed the General Committee or Bureau charged with the general direction of the work of the Assembly.

The Canadian Delegation was represented on the Committees as follows:—

*First Committee*

Rt. Hon. W. L. Mackenzie King  
Mr. O. D. Skelton

*Second Committee*

Mr. W. A. Riddell  
Lt.-Colonel G. P. Vanier

*Third Committee*

Rt. Hon. W. L. Mackenzie King  
Senator R. Dandurand

*Fourth Committee*

Mr. O. D. Skelton  
Lt.-Colonel G. P. Vanier

*Fifth Committee*

Hon. N. Rogers  
Mr. W. A. Riddell

*Sixth Committee*

Senator R. Dandurand  
Hon. N. Rogers

### GENERAL DISCUSSION ON THE WORK OF THE LEAGUE

The Annual Report of the Secretary-General on the work of the League for the year was, as usual, the basis of the general discussion in the Assembly. As was to be expected, the shadow of the Italo-Ethiopian dispute was cast over the debate and the greater part of the discussion was devoted to the question of the Application of the Principles of the Covenant in the light of the failure of the League's effort to maintain Ethiopian independence against Italian aggression.

The debate was opened by the first delegate of the United Kingdom, Mr Anthony Eden, who prefaced his remarks with the statement that the underlying motive for examining the Covenant was the recent failure of collective action. The cause of this failure was to be attributed in the main to the non-universality of the League. In the subsequent debate the problem of applying the Covenant fully in a non-universal League was frequently discussed.

The view was widely taken that the founders of the League in drafting the Covenant had assumed that practically all nations would be parties to it, and had framed the Articles, particularly such Articles as 10 and 16, on this foundation. A number of delegates accordingly urged that the application of the Covenant must be modified to adapt it to a non-universal League.

The method of this adaptation was discussed and most speakers concurred in the opinion that it was impracticable to secure this modification by amendment of the Covenant itself, for two reasons: first, the difficulty of the process of amendment and, secondly, a feeling that the Covenant should be adaptable to changing conditions. Modification by a resolution of the Assembly, and the growth of a conventional interpretation based upon actual usage with the development of experience, were put forward as alternative procedures. Some speakers expressed the hope that the time might come when the Covenant in its original form might be wholly applied.

As to the methods of application of the Covenant under existing conditions, a number of European speakers advocated a system of regional agreements whereby nations would be committed to action under Article 16 only in so far as a dispute might come within the sphere of their interests, either geographically or politically. The delegates of several South American countries supported the idea of regional agreements, although rather from the point of view of the avoidance of commitments and responsibilities in the settlement of disputes foreign to South America. Some delegates expressed the fear that regional pacts, unless carefully safeguarded, might lead back to the old system of military alliances.

In general, emphasis was laid on the necessity of making more effective the League's function of prevention when the possibility of a dispute was evident, and of conciliation and mediation at the early stages of a dispute.

Frequent reference was made to Article 11 and to the desirability of modifying the unanimity rule which operates at present so that any party to a dispute may prevent its consideration by the League under this Article. It was also suggested that the machinery of securing advisory opinions from the Permanent Court of International Justice should be modified to facilitate the work of conciliation.

A number of speakers also pointed out that Article 19, which recognizes the impracticability of maintaining rigidly the *status quo*, has hitherto been dormant but might be utilized to ameliorate situations which might lead to disputes, and that in any case a discussion of grievances under this Article might assist in preventing trouble. Others considered that recourse to this Article would magnify and perpetuate differences and threaten peace.

A number of delegates expressed the view that the time had come to divorce the Covenant from the Peace Treaties. The combination of these two objectives in the same document, it was felt, tended to perpetuate war-time differences.

The first delegate of France raised the question of armaments and war industries and said that although his Government were determined to make every effort required by security they were ready to follow any initiative which would guarantee the security of all and lead to any reciprocal and equitable international regulation of armaments. France, he said, has already taken action towards the supervision or nationalization of her own war industries and would press for a policy of supervision, limitation and reduction of armaments. In this he was supported by the delegates of various countries, including the Scandinavian delegations; the first delegate of the U.S.S.R. argued that abolition of armaments should be sought and would prove, in fact, easier of attainment than limitation.

As a result of the initiative of the French and Scandinavian delegations it was decided to constitute the Third Committee for the first time since the Assembly of 1931. The question of the composition of the Council was also discussed in connection with the reform of the Covenant and it was suggested that the composition of the Council might be considered with a view to making that body more representative.

The delegate of China, Dr. Wellington Koo, in speaking to the question of League reform, surveyed the political and military situation in the Orient and asked that there should be an accepted formula as to what constituted aggression in order that aggression might be dealt with promptly when it occurred and that a plan should be developed for an immediate, automatic and all-inclusive application of the measures provided for in Article 16 of the Covenant. In his opinion promptness of action was the essential factor in securing effectiveness and advance preparations for joint action were an essential condition of promptness.

Other speakers touched upon the position of refugees. The delegate of Hungary devoted the larger part of his speech to this topic. The first delegate of Spain spoke at some length on the situation in his country in relation to the policy of non-intervention adopted by certain European powers. He said that the Spanish experience raised the question whether future wars, although they may assume the appearance of a conflict between two States, may not in fact be a conflict of ideologies, of different conceptions of life, a conflict between democracy and oppression. He urged that the Spanish situation be very carefully studied by the League. The struggle in Spain had become an international issue. The organization of collective security must provide for such situations, must protect states against aid being given to rebels by foreign



governments whose political ideologies coincided with their own. The policy of non-intervention, he contended, was contrary to the established principles of international law and in practice worked to the disadvantage of the lawful government. M. Delbos denied that the policy of non-intervention had been devised in a spirit of indifference, but rather out of realization of the dangers of rival interventions. He emphasized the danger inherent in "the conflict of doctrines which threatens to divide Europe into two enemy camps, whose rival proselytising may revive the sombre furies of the wars of religions." He refused to accept "this diplomatic manichaeism, this ideological mobilization of Europe." The League was an example to the contrary; each member nation had its own heritage, its own mission; each must respect the liberty of others and consent to surrender a little of its own in the common interest; the League's experience showed that "there is no need for peoples to annihilate one another in order to co-operate, nor to convert in order to understand one another."

In addressing the Assembly on September 29th, the Prime Minister of Canada referred to the contrast between the violence of political controversy and the tension and uncertainty which prevailed in Europe, and the friendly relations existing in North America; Canadians recognized that these differences in policy were due to differences in the circumstances each Continent had to face, and that they could not reasonably expect that their neighbourhood relations should be wholly duplicated elsewhere, nor, on the other hand, that it was any more reasonable to expect a North American State to have the same international outlook or conception of interest or duty as a European State facing widely different conditions. The Canadian attitude to League problems was influenced by experience as a member of the British Commonwealth of Nations, which had convinced them of the possibility of preserving close and friendly co-operation without the existence of a central authority or military commitments.

Canada was strongly convinced of the value and necessity of the League, with emphasis upon its task of interpretation, conciliation and adjustment rather than upon coercion. Successive Canadian Governments had been opposed to the view that the League's central purpose should be utilization of force for the maintenance of peace or the *status quo*. Objection to automatic intervention in distant conflicts increased when such conflicts were tending to become struggles between classes, economic systems, social philosophies, as well as between States. This did not mean that in no circumstances would the Canadian people be prepared to share in action against an aggressor. There had been no absolute commitments either for or against participation in war or other forms of force. It did mean that any decision on the part of Canada to participate in war would have to be taken by the Parliament or people of Canada in the light of all the existing circumstances, in Canada as well as in the areas involved.

The conception of enforcing peace by collective coercion was based on the assumption that all countries of importance would be included in the League's membership. Policy must be adjusted to facts. The Canadian Government did not believe that formal amendment of the Covenant was either possible or necessary; the powers and duties of the League developed by usage and experience as well as by explicit amendment. From the experience of the past sixteen years, it was evident that many provisions of the Covenant had not been observed, or had been applied unequally or ineffectively—the provisions for the reduction of armaments, the provision for the revision of treaties, the sanctions provisions of Article 16 when the conflict took place in Asia or America.

The proposals advanced for regional military agreements were applicable only to parts of Europe. The Canadian Government was in sympathy with the proposal to modify Article 11 to facilitate conciliation efforts by the Council or Assembly by removing the requirement of unanimity. Full enquiry should be made into definite complaints of political or economic grievances, and action taken to combat economic nationalism and the endless embargoes, exchange and

quota controls, which were strangling international trade and making political co-operation and confidence difficult to establish. At the moment the essential policy was to endeavour that nothing would be permitted to stand in the way of European nations in their efforts to construct the foundations of good-will and mutual confidence in their affairs. The League of Nations was not a League against any country or group of countries, or for or against any particular theory or social philosophy or economic organization. It was a League to further ideals of peace and good-will among all nations and all classes.

Subsequently to the debate, the Assembly appointed a new general Committee on the application of the Principles of the Covenant. The report of that Committee and the action taken by the Assembly are noted later in this Report.

## PROCEEDINGS OF COMMITTEES

### FIRST COMMITTEE

#### (Constitutional and Legal Questions)

##### *Composition of the Council*

By a resolution of 26th September, 1935, the Council had set up a Committee to report on the question of the number of members of the Council, having regard to the position of States which do not belong to any of the informal groups which had come to be recognized—the Latin American States, the Little Entente, the Members of the British Commonwealth aside from the United Kingdom, the Scandinavian States, and so on, and of the desirability of representation of the Far East. This Committee favoured the maintenance of the seat provisionally created in 1933 to afford representation to States not belonging to any group and was also in favour of the creation of an additional seat to ensure representation of the Far East. The First Committee accepted this Committee's proposal as a temporary solution and the claim of China was generally approved.

It was felt, however, that the increase in the number of elected members made difficult the working of the Council and reduced the influence which the elected members could exercise upon the Council's deliberations. It was therefore suggested that the desire of States to participate in the discussion of questions of interest to them, should be satisfied by a wider application of Article 4, paragraph 5, of the Covenant which provides for the admission to any discussion of *ad hoc* representatives of States whose interests are affected and which would not otherwise be represented.

In supporting the proposals of the Special Committee the First Committee expressed the desire that the Council should appoint a Committee of Experts to put forward a final solution.

A difference of opinion arose as to whether the two new seats should have the normal duration of three years or be limited to one year. The Committee ultimately decided by a majority that these seats should be on an equality with the other seats of the Council and have the same duration, trusting that this would not in any way retard the work of the Committee of Experts.

##### *International Repression of Terrorism*

The First Committee was entrusted by the Assembly with the study of the second report adopted in January, 1936, by the Committee for the International Repression of Terrorism which was appointed as a result of the assassination of the King of Jugo-Slavia and M. Barthou in 1934. All members were in agreement as to the necessity of preventing the use of one country's territory as a basis of terrorist operations against another country, but a good deal of opposition developed against recommendations which were held to involve abandonment

of the practice of a number of countries in regarding political offences as non-extraditable. This difference of opinion was reflected in the discussion as to the procedure which should be followed; whether a decision should be taken at the present Assembly as to the advisability of holding a diplomatic Conference to conclude an agreement, or whether the draft should be referred to the Committee of Jurists to be co-ordinated with due regard to the observations submitted by Governments and the views expressed in the First Committee.

In order to avoid misunderstanding regarding the acceptance by a certain number of States of the second proposed Convention for the creation of an international Criminal Court, the First Committee was unanimously of the opinion that such acceptance must not and could not in any way affect the legal position of other States which are unable to accept this second Convention.

The Assembly recommended that the Committee revise its two drafts in the light of the discussion, with the holding of a diplomatic Conference in 1937 as the objective.

#### *Election of the Members of the Permanent Court of International Justice*

The First Committee also discussed the method of election to be adopted to fill the two seats vacated through the death of Mr. Schucking and the resignation of Mr. Kellogg, and the seat vacated by Mr. Wang Chung-Hui. The question was raised whether the system proposed by the Council, two separate elections of the candidates, one to fill the first two vacancies and the other to fill the third, or the alternative proposal for a single election should be adopted. On a vote being taken in the Committee it was decided to proceed by two elections as proposed by the Council.

The Committee then considered the question of participation in the election of members of the Court of States, namely Brazil, Germany and Japan, which are not Members of the League, but are parties to the Statute of the Court. The proposal of the Council that these States should be permitted to vote in the Council and Assembly was adopted by the Committee.

#### *Rules of Procedure of the Assembly*

*The creation of a Nominations Committee.*—The proposal for the creation of a Nominations Committee was strongly supported by the delegate of Norway who argued that the existence of such a Committee would make unnecessary all negotiations behind the scenes before and at the opening of the Assembly for the purpose of making arrangements for nominations. In his opinion such preparation should be conducted openly. The Secretary-General gave the Committee a survey of the present situation, saying that since the creation of the League the Secretariat had found it necessary to assist in the composition of the General Committee. He had endeavoured to reduce the role played by the Secretariat in this respect. The selection of Chairmen of Committees, for example, required some consideration in advance in order to secure the valuable element of continuity in membership, and also to secure good Chairmen from the point of view of contribution to technical work. The General Committee was tending more and more to become the central organ of the Assembly and should therefore reflect the chief political forces in the Assembly, and no important element should be permanently excluded. The securing of the best men for the offices and of a fair representation of all points of view could best be achieved by the creation of a Nominations Committee.

The First Committee after lengthy discussions recommended, and the Assembly later adopted, amendments in the Rules of Procedure providing that the Bureau or General Committee should consist of the President of the Assembly, eight Vice-Presidents and the Chairmen of the six main Committees of the Assembly, the Agenda Committee and the Committee on Credentials, and that for an experimental period of three years a Committee should be appointed

at the beginning of each Assembly to nominate candidates for all offices carrying membership on the General Committee, delegations, however, retaining the right to vote for persons other than those so nominated.

## SECOND COMMITTEE

### (Economic and Financial, Transit and Health Questions)

The Second Committee had before them three preparatory studies: a Note of the Secretary General attached to the Report on the Work of the League for the Year, the Economic Committee's Report to the Council, and the observations on this report by the Financial Committee.

In the Secretary-General's Report two problems were stressed, problems which he said could not settle themselves: first, the disequilibrium of world prices, and second, the restraints on the freedom of trade. These same questions were studied by the Economic Committee who expressed the view that the restoration of international trade depended upon the adjustment of prices in countries with gold standard currencies to the levels prevailing in countries with depreciated currencies. In their opinion the effort to maintain the value of a currency on an excessive price level made necessary a whole series of restrictions on trade, measures which aggravate the disparity of price levels and thereby defer recovery.

The Economic Committee did not consider opportune the holding of a world Conference but thought that action to restore the free circulation of goods, capital and persons should be supported by a vigorous effort of international co-operation. These views were supported by the Financial Committee.

But, on 25th September, while the Second Committee was still at the early stages of its deliberations, the French Government decided to submit to Parliament a bill to adjust the value of the franc to the present economic situation, and at the same moment the declaration drawn up jointly by the Governments of the United States of America, the United Kingdom and France was published simultaneously in Washington, London and Paris, by which these Governments expressed their desire to avoid disturbance of the basis of international exchanges resulting from the adjustment of the franc, and undertaking to use all suitable means for this purpose, including those which might be provided by the co-operation of their monetary organizations. They also asserted their determination to relax progressively the present quota system, with a view to its abolition, and expressed their hope of creating conditions favourable to the removal of exchange controls and generally to "contribute to the restoration of order in international economic relations." Within the following week Switzerland, the Netherlands, Italy, Czechoslovakia, Greece, Latvia and Turkey took action on somewhat similar lines to that of France.

The Committee therefore found that during the first few days of its work the whole background of the problem had changed and an optimistic tone became more evident. It was not felt that all difficulties had been surmounted, but rather that this action by France, the United Kingdom and the United States should be regarded as an encouraging first step. Several delegates pointed out that their countries had found it necessary to establish exchange controls to secure settlement of their foreign debts, or for the support of their currencies during a transitional period and that such measures could not be suddenly abandoned.

The Committee considered that whatever justification might be found for quantitative restrictions on trade at a time when national prices were so high that customs tariffs were no longer sufficient to protect national industries against competition, with the restoration of the equilibrium of prices, effective and automatic protection was accorded home producers, and the progressive removal of such restrictions should be looked for.

### *Nutrition*

The Second Committee had before it a number of documents on the subject of nutrition which had been placed on the agenda of the Sixteenth Assembly and on which a great deal of work is now in progress by various organs of the League. The more important documents before the Committee consisted of four volumes of interim reports prepared by the Economic and Financial and the Health Sections of the League, and by the Mixed Committee on Nutrition, covering such diverse subjects as the physiological basis of the problem of nutrition, relevant economic questions, racial, climatic and geographical differences in relation to the problem, and a general statistical study of the background of the problem in relation to food production, consumption and prices.

The problem is so vast and has so many aspects that the Experts Committee found it necessary to place chief emphasis on the influence of adequate nutrition on public health, and was content merely to outline the economic and agricultural aspects. It was felt that the national starting point, the question of essential concern to every State, "the point at which both the interests and the duty of the community took their rise," was that of health.

The Experts Committee noted that several countries had set up national nutrition councils or committees and expressed the hope that this example would be followed by other countries. In this view the Second Committee concurred and went further to suggest that later on it will be necessary to co-ordinate the activities of these national committees and to afford their responsible chiefs an opportunity to compare their experiences. The Second Committee also suggested that the economic aspects of the problem of nutrition should be examined more deeply and noted the possibility that the work on nutrition might contribute to the solution of national and international agricultural problems and hence to an improvement of the world economic situation. They urged that the Experts Committee should be asked to undertake such studies in the course of the next year and report to the next Assembly, and accordingly passed a resolution recommending that the Committee appointed to enquire into the question of nutrition should be reappointed for one year.

In the course of the debate the Canadian representative on the Second Committee, Mr. Riddell, referred to the interest in the question of a country like Canada, both from the standpoint of improved health and efficiency of its own people, and as a supplier of all the essential food stuffs required in an adequate dietary. Active steps are being taken to educate the population to the benefits of this dietary.

In recent years there had been a general improvement in diet in Canada. On the whole the diet of the average family appeared to be adequate and varied from the standpoint of calories. There was now, in general, a sufficient quantity of vitamin-containing foodstuffs such as milk, vegetables, butter and eggs. In many of the primary schools milk was provided at cost to the children and provision sometimes made for those who were unable to pay for it. The result had been that the vitamin-deficiency indicators show an encouraging downward trend in cases of rickets and scurvy. Deaths from rickets at ages of one year and over for the whole of Canada dropped from 99 in 1926 to 35 in 1935. Out of a hospital population of 94,000 there were only four cases of rickets and four of scurvy in 1935. The number of cases of tuberculosis has decreased throughout the country. In one of the provinces the rate is only 30 per 100,000. He concluded by calling attention to the steps taken by the International Labour Office to co-operate in the study of the problem.

### *Communications and Transit Organization*

The Second Committee took note of the fact that in January, 1936, the Council had instructed the Advisory and Technical Committee for Communications and Transit to frame a new draft statute of the Organization on the basis of the reforms recommended by the Committee appointed to study the

constitution, procedure and practice of League Committees, and approved by a resolution of the Sixteenth Assembly. They also had before them a report prepared by a Special Committee of Experts which pointed out certain difficulties in the way of the application of this resolution. Having taken these texts into consideration, the Second Committee drew up new guiding principles both as to the preliminary work to be done and the procedure to be followed with a view to the application of the new Statute.

The Second Committee also discussed the work of the Organization in relation to economic problems and in this connection reviewed the question of the co-ordination of transport. This had been considered during the Sixteenth Assembly, when it was noted that the problem of road and rail transport was engaging the attention of many Governments. The Committee noted that in accordance with the wish expressed by the Sixteenth Assembly the Organization had in progress a study of the problems of transport by road, rail and inland navigation. A number of delegates referred to the competition between motor transportation and the railways. The delegate of Czechoslovakia in particular proposed that the Organization should be asked to make a complete study with the assistance, if need be, of international associations of railways and users. He was supported by the delegate of the Netherlands.

#### *Public Works*

The question of public works has been before the Communications and Transit Organization almost since the beginning of the depression, and the Organization has co-operated with the International Labour Office in a number of studies. At various times during the campaign against unemployment the problem of international financing of public works of an international character has been approached; but little has been accomplished, although attention has been paid to public works carried out by Governments and financed by their respective national treasuries. The Second Committee took note of a considerable amount of documentary material which has been collected from forty Governments giving detailed information in regard to the organization of such works and their results, the administrative methods adopted, methods of financing and the allocation of expenditure between labour and other costs, and the opinions of Governments as to the effects of such works on economic and industrial activity and unemployment.

The Second Committee then devoted its attention to certain technical questions of road and rail traffic, such as frontier railways and road signalling. The discussion of these topics was chiefly limited to delegates of European countries as the scope of these studies is almost completely limited to that Continent. The Committee noted that the International Institute for the Unification of Private Law at Home had in hand the study of civil responsibility of third party risks of motorists and expressed its gratification at the close collaboration which had been achieved between the Institute and the Communications and Transit Organization.

The work of the Advisory and Technical Committee on Communications and Transit having to do with the application of certain provisions to the Peace Treaties, (relating especially to the international control of the Danube, and the re-organization of railways in the territory of the former Austro-Hungarian Monarchy) was also reviewed.

#### *Maritime Buoyage*

The Second Committee noted that the Agreement for the Unification of Buoyage and Maritime Signals had been opened for signature by the Council's Resolution of 13th May, 1936, and expressed the hope that Governments would take steps to accede to the agreement at an early date. In this connection

the Canadian representative on the Second Committee, Lt.-Colonel Vanier, made the following statement:—

"I have to inform the Committee that the Government of Canada have carefully studied all the draft agreements which have been drawn up since 1930 relating to a uniform system of maritime buoyage. The Canadian Government have, in each phase of the study of this question, submitted their observations and made suggestions. Unfortunately it is impossible for them to sign the agreement opened on the 13th May, 1936, for the signature of Governments, because on several points, the regulations thereby established are fundamentally different from the system in force in Canada, the United States of America and in other countries of the western hemisphere, as also in Australia, New Zealand and Japan since 1889."

#### *Air Navigation*

For some time past the Communications and Transit Organization has been in communication with the Governments of European States concerning the text of an arrangement with the object of obtaining certain facilities for customs clearance of liquid fuel used in air traffic. General agreement has been achieved on the terms of such an arrangement, and the Committee noted that the Council had agreed to the Government of the United Kingdom taking steps for an agreement to be opened for signature by European States in London.

#### *Radio-Nations*

The Second Committee took note of the report of the work of the Wireless Station in 1935, commenting in particular upon the most satisfactory use of the station in connection with the Italo-Ethiopian dispute. It also noted that a weekly service had been organized by the Information Section for the dissemination of information relating to League activities both by radio-telegraphy and radio-telephony.

Attention was further paid to the work of the Organization in technical collaboration with the Chinese Government.

#### *Pollution of the Sea by Oil*

The study of this question has been undertaken by the Communications and Transit Organization for some time and as the result of a great deal of careful preparation a draft Convention and draft Final Act were submitted to the Council on 10th October for a decision as to whether a Conference should be convened to conclude a Convention and Final Act concerning the Pollution of the Sea by Oil. The Committee expressed the hope that all countries with important merchant fleets would take part in such a Conference and in the contemplated agreement, and recommended to the Assembly that the Governments of such countries should be invited to collaborate. In the course of the discussion in the Committee the Canadian representative, Lt.-Colonel Vanier, indicated the sympathy of the Canadian Government with the objectives after careful study of the draft Convention and the draft of the Final Act. They were prepared to participate in an international Conference on the basis of the drafts submitted by the Committee of Experts. They suggested, however, that concessions might be granted to certain vessels of low tonnage. The Canadian Government hoped that the Conference would be convened without delay.

#### *Work of the Health Organization*

The Second Committee noted that this year marked the end of the Health Committee's three-year term which expires on 31st December and therefore felt that the time was opportune for an analysis of the policy of the Health Organiza-

tion and its method of work, with a view to the guidance of the new Committee. Various delegates expressed satisfaction that the permanent work of the Health Organization is making steady progress. References were made, among others, to the Epidemiological Intelligence Service, the work of Biological Standardization, the Malaria Commission and the Singapore Bureau. Several delegates, particularly those representing tropical countries, expressed the strong feelings of their Governments that the work on tropical diseases was most important and should be developed.

The Committee pointed out the value of collective study tours and exchange visits of public health officials. A number of tours of the Health Committee have been made during the past year to the United States of America and to the U.S.S.R. and it is felt that, as a considerable exchange of information and advice takes place, such tours benefit both those taking part and the country visited.

Reference was also made to the studies of the Health Organization on maternal mortality and morbidity. The delegates of Australia, Poland, Denmark, and the U.S.S.R. urged that further studies be conducted on this question promising the co-operation of their Governments.

The work of the Health Organization on Nutrition and its co-operation in this field with the Economic and Financial Sections and the various Committees was also considered and general approval was expressed of what had been accomplished so far. It was reported that in response to the Committee's appeal to the Academies of Medicine and learned societies of several countries, a number of enquiries had been organized into such phases of the question of general nutrition as nutritional state of children, relative nutritive value of various cereals according to the degree of milling, nutritive food requirements during the first year of life, the optimum amounts of milk required at different ages and similar other technical studies. All the members of the Committee were unanimous in recognizing the value of these activities of the Health Organization and in urging that they should be actively continued.

Also in connection with the work of the Health Organization the Second Committee discussed the problem of housing, noting that the first stage of the work had been completed for many countries and much documentary material had been obtained with the assistance of the authorities of the United Kingdom, Czechoslovakia, France, Italy, the Netherlands, Poland and Sweden, of which a good deal has been published.

The second stage, the examination of this documentation, was begun by the Health Committee after the Sixteenth Assembly and a plan for future technical studies drawn up. This plan is now being put into effect and proposes to place at the disposal of Governments any information or documentary material they may require on the principles of modern hygiene in urban and rural housing. The information available as a result of these studies will deal with a great variety of phases of the problem such as building materials, construction methods, heating, ventilation, hygiene and sanitation.

### *Physical Education*

The Second Committee noted that a report was now being prepared by the Health Organization on the subject of Physical Education. It was proposed that the study should be extended to the question of the rational employment of leisure in its relation to physical and mental health and that the co-operation of the International Labour Office should be secured in this work.

Note was also taken by the Committee of the various Conferences which have been held under the aegis or with the co-operation of the Health Organization and of the Conferences proposed for the coming year. Resolutions were presented to the Assembly on the subjects of Housing and Urban and Rural Hygiene.



## THIRD COMMITTEE

## (Reduction and Limitation of Armaments)

The Third Committee, which has not been convened by the Assembly since 1931, was set up during the Seventeenth Assembly as a result of the initiative taken by the French Government in the Assembly on 26th September, and on the following day in the Council, and by the delegations of Denmark, Finland, the Netherlands, Norway and Sweden which requested the convocation of the Third Committee. The Assembly, acceding to this request, set up the Committee for the purpose of proceeding to a general examination of the existing situation.

It will be remembered that the Conference for the Reduction and Limitation of Armaments which was convened in February, 1932, failed to achieve its object and has been inactive since the spring of 1935. Since that time its labours have been suspended although its various organizations, the General Commission, the Bureau, the Committees and Sub-Committees are available to resume their duties at any time. The armaments race which has followed the suspension of the work of the Disarmament Conference weighs heavily on all countries and in the debate in the Seventeenth Assembly a number of delegates urged that steps be taken to put into operation the machinery of limitation and control.

In the discussion in the Third Committee, which revolved largely around Article 8 of the Covenant, it was clear that the members of the Committee were of the opinion that the question of reduction and limitation of armaments must remain on the agenda of the League and that the task should not be abandoned whatever difficulties might be experienced.

In its discussion the Third Committee had before it that part of the Secretary-General's Report which related to armaments and the statements made during the general debate in the Assembly. In addition attention was called by some delegations to the observations on disarmament contained in the replies of Governments on the subject of the Application of the Principles of the Covenant. The preliminary report of the late Arthur Henderson, President of the Conference, also served as a basis for discussion.

The Third Committee examined the decision taken by the Bureau of the Disarmament Conference on 26th November, 1934, when it was considered that agreement might possibly be reached at an early date on the following subjects:—

- (a) Regulation of the manufacture of and trade in armaments.
- (b) Budgetary publicity.
- (c) Establishment of the permanent Disarmament Commission.

The Third Committee accepted the idea expressed by the Bureau on 20th November, 1934, namely, that, while general solutions should be held over until a later date—which it was hoped would not be too distant—certain questions should be given immediate consideration. In the Committee's opinion, the three questions mentioned above can be dealt with separately and, moreover, have reached a stage at which a solution may be possible at a relatively early date.

The view was expressed in the Committee that a beginning should be made with the draft Convention on Publicity of National Defence Expenditure. If agreement were reached, then an attempt should be made to proceed with the question of the regulation of the trade in and private and State manufacture of arms and implements of war.

The Committee noted with satisfaction that efforts had been made by a number of countries, including France, to regulate and control the manufacture of and trade in arms and was of the opinion that the texts prepared in 1935 by the Committee for the Regulation of Manufacture of and Trade in Arms mark a definite advance on previous work. With reference to the problems of publicity

of expenditure on and supervision of armaments manufacture, the Committee noted that there are still divergencies of opinion as to these proposals, which will have to be eliminated before further progress can be made.

The Committee noted that there is a technically complete plan on publicity of national defence expenditure, which can be adopted and applied as soon as the decisions of the competent authorities have been taken. They felt that success here would contribute to restoring confidence among Governments.

In the course of the discussion in the Committee, the desirability of setting up a Permanent Disarmament Commission was emphasized by several members. The Committee felt, however, that before the Commission is constituted agreement must be reached as to the questions to be brought under discussion. The French delegation were of the opinion that a convention on limitation and assistance in regard to air armaments might be dealt with at an early date; while other delegations were anxious that action should be taken in other directions as well. It was suggested that an effort should be made to obtain general adhesion to the Convention of 1930 on Financial Assistance and the General Convention of 1931 to Improve the Means of Preventing War. The delegate of Finland was of the opinion that the States signatory to the Convention on Financial Assistance might care to consider the deletion of Article 35 which makes entry into force conditional on the adoption of a plan for the reduction of armaments.

From the outset of its work, the Committee was unanimously of opinion that it could not in any sense lay down a scheme of future work for the reduction and limitation of armaments. Constitutionally, this work is at present entrusted to the Conference for the Reduction and Limitation of Armaments which includes non-Member States whose co-operation is of the utmost importance. The procedure for the resumption of the work of the Conference was, indeed, dealt with in a decision of the Council, dated 22nd January, 1936; although this decision merely indicates the connection existing between the permanent organs of the League of Nations and the Conference itself, and was intended to meet the situation created by the death of the President of the Conference, who had been appointed by the Council.

It was noted that the Council has at present before it a request from the French Government to convene the Bureau of the Conference. It is for the Bureau itself and, if necessary, for the General Commission, to take decisions regarding the future course of the Conference's work. The observations made during the Third Committee's discussions and those included in its report are, therefore, merely suggestions.

In conclusion, the Third Committee recommended that the Assembly request the Council to communicate to the Governments of the countries represented on the Conference the report of the Third Committee and the Minutes of the Third Committee's discussions.

#### FOURTH COMMITTEE

##### (Administrative and Budgetary Questions)

The financial position of the League was discussed at length by the Fourth Committee. The position was agreed to be much more satisfactory than for many years past. The careful supervision and administration of the League's expenditures, the success attained in dealing with arrears of contributions due by certain States, and the reduction in contributions for the coming year as the result of the devaluation of the Swiss franc and the Dutch florin, all helped to make the finances of the League one of the most satisfactory aspects of its activities.

##### *Budget of the League*

In accordance with the established practice, the estimate of expenditure for the calendar year 1937 drawn up by the administrative heads of the

Secretariat, the International Labour Organization, and the Permanent Court, and examined by a competent supervisory committee of five members under the chairmanship of Mr. S. Osusky, of Czechoslovakia, was discussed by the Fourth Committee. The audited accounts for the year 1935 were also reviewed. The estimates for the past four years show steady reduction, as follows:—

	Swiss francs
1933 budget.. . . . .	33,429,132
1934 budget.. . . . .	30,827,805
1935 budget.. . . . .	30,639,664
1936 budget.. . . . .	28,279,901

The expenditure budget for 1937 recommended by the Fourth Committee totalled 29,184,128 Swiss francs. This recommendation was approved by the Assembly.

The accounts for the calendar year 1935 indicated a surplus of 9,034,280 Swiss francs; in addition, the sum of 1,205,000 francs had been transferred to the Reserve Fund and the Guarantee Fund. Nearly the whole of the surplus was due to the collection of contributions in arrears for financial periods previous to 1935. On the recommendation of the Fourth Committee, the Assembly transferred from this surplus 4,500,000 gold francs to the Reserve Fund and 1,200,000 to the Guarantee Fund. Criticism has been made in previous years of the practice of over-budgeting, that is, including in the estimates a number of items to cover expenditures on conference or other activities, some of which might not actually be incurred. It was contended that this practice, whether intentionally or not, served to provide an offset against the deficiencies in the League's revenues due to the non-payment of contributions by a number of the Member States. There was little criticism on this score in the current meeting of the Fourth Committee. The practice which had latterly been adopted of leaving in the budget the estimates for all the contingencies approved by the Assembly, but making a percentage reduction from the total amount, had contributed to a closer approximation between estimates and expenditures. This had only been made possible by the establishment of a Guarantee Fund from the 1934 and 1935 surplus, and by the more prompt payment of contributions.

#### *Administrative Questions*

Much consideration was given to the question of recruiting of staff. Emphasis was laid on the desirability of preventing an undue proportion of the senior members of the Secretariat being drawn from the nationals of a few of the Great Powers, and particularly upon the necessity of members of the Secretariat regarding themselves as servants of the League and not in any way as diplomatic agents of the countries of which they were nationals. It was recalled that in 1932 it had been decided that all higher officials of the League should take the following oath:—

“I solemnly undertake to exercise in all loyalty, discretion and conscience the functions that have been entrusted to me as Secretary General (or Deputy Secretary General, etc.) of the League of Nations, to discharge my functions and to regulate my conduct with the interests of the League alone in view, and not to seek or receive instructions from any government or any authority external.”

The Supervisory Committee gave assurance that every effort would be made to preserve the international and impartial quality of the Secretariat. At the same time complaints were made by a number of the smaller States as to the inadequacy of representation of their nationals on the Secretariat.

#### *Settlement of Contributions in Arrears*

The failure of a number of States, chiefly the smaller States, to pay contributions to the League, has been a subject of discussion for some years. While

the amount unpaid has never been a large proportion of the total contribution, the failure of certain States to meet their obligations was recognized as unfair to the countries which did do so, and a legitimate ground of criticism against the League. The activities of a special committee for the settlement of contributions in arrears, under the chairmanship of Mr. C. J. Hambro of Norway, backed up by the publication of the names of the delinquent members, has resulted in a very substantial improvement. In some instances arrears were cancelled, in others they were consolidated with provision for payment in instalments paid over a number of years, and in other cases, the arrears were collected in full. In the financial year 1935, 8,780,551 francs were received, as payment of contributions for previous financial periods. During the year 1936, the Committee had effected arrangements for the settlement of debt with Colombia and Liberia. Other arrears with respect to which no settlement had been effected, and covering more than one year, were due by the Dominican Republic, Guatemala, Nicaragua, Paraguay and San Salvador.

On the recommendation of the Fourth Committee, the Assembly decided to put into effect on January 1, 1937, the provision that when a State had made an arrangement for settlement of arrears and failed to pay promptly either its ordinary contribution or the annual instalment on past debts agreed to, the arrangement should be automatically cancelled and the whole debt revived.

While the situation was very satisfactory, it was decided to continue the Committee, as eternal vigilance was regarded as the price of solvency.

#### *Re-allocation of Contributions*

The allocation of the expenditures of the League to the several member States has been a constant source of difficulty and complaint. The Committee appointed for this purpose by the 1935 Assembly reported to the Fourth Committee. A number of representations were made to the Committee by certain States, which urged that their existing payments were beyond their capacity to pay, or out of line with contributions made by other members. The Committee recommended an increase in the contributions of a number of States by the following number of units out of a total of 923:

Soviet Union.. . . . .	15
United Kingdom.. . . . .	3
Austria.. . . . .	2
Portugal.. . . . .	2
France.. . . . .	1
Netherlands.. . . . .	1
Belgium.. . . . .	1
Sweden.. . . . .	1
South Africa.. . . . .	1

On the other hand, reductions were made in the case of a number of other States as follows:—

Argentine Republic.. . . . .	6
India.. . . . .	6
Czechoslovakia.. . . . .	4
Peru.. . . . .	4
Australia.. . . . .	4
New Zealand.. . . . .	2
Bolivia.. . . . .	2
Rumania.. . . . .	1
Jugoslavia.. . . . .	1
Chile.. . . . .	1
Cuba.. . . . .	1
Bulgaria.. . . . .	1
Uruguay.. . . . .	1
Venezuela.. . . . .	1

No change was made in Canada's allocation. Canada continues to be rated at 35 units, ranking eighth out of the 54 members of the League.

The scale of allocation of League expenses for 1937, 1938 and 1939 was accordingly approved by the Assembly of the League on the following basis:—

States (French alphabetical order)	Units
Afghanistan.. . . . .	1
Union of South Africa.. . . . .	16
Albania.. . . . .	1
Argentina.. . . . .	23
Australia.. . . . .	23
Austria.. . . . .	10
Belgium.. . . . .	19
Bolivia.. . . . .	2
United Kingdom.. . . . .	108
Bulgaria.. . . . .	4
Canada.. . . . .	35
Chile.. . . . .	8
China.. . . . .	42
Colombia.. . . . .	5
Cuba.. . . . .	5
Denmark.. . . . .	12
Dominican Republic.. . . . .	1
Ecuador.. . . . .	1
Spain.. . . . .	40
Estonia.. . . . .	3
Ethiopia.. . . . .	2
Finland.. . . . .	10
France.. . . . .	80
Greece.. . . . .	7
Guatemala.. . . . .	1
Haiti.. . . . .	1
Honduras.. . . . .	1
Hungary.. . . . .	8
India.. . . . .	49
Iraq.. . . . .	3
Iran.. . . . .	5
Irish Free State.. . . . .	10
Italy.. . . . .	60
Latvia.. . . . .	3
Liberia.. . . . .	1
Lithuania.. . . . .	4
Luxembourg.. . . . .	1
Mexico.. . . . .	13
Nicaragua.. . . . .	1
Norway.. . . . .	9
New Zealand.. . . . .	8
Panama.. . . . .	1
Paraguay.. . . . .	1
Netherlands.. . . . .	24
Peru.. . . . .	5
Poland.. . . . .	32
Portugal.. . . . .	8
Roumania.. . . . .	19
Salvador.. . . . .	1
Siam.. . . . .	6
Sweden.. . . . .	19
Switzerland.. . . . .	17
Czechoslovakia.. . . . .	25
Turkey.. . . . .	10
Union of Soviet Socialist Republics.. . . . .	94
Uruguay.. . . . .	4
Venezuela.. . . . .	4
Yugoslavia.. . . . .	17

#### *Devaluation and Reduction of Contributions*

The bulk of the expenditures of the League are paid in Swiss francs as regards Secretariat and the International Labour Organization, and in Dutch

florins as regards the Permanent Court of International Justice. Both these countries have been on the gold standard. Accounts of the League have been kept in gold francs and contributions by League members have been made in the equivalent of the allocated number of gold francs. The decision of Switzerland and the Netherlands to devalue their currencies, following a similar decision by France, was taken while the Assembly was in session. It was impossible to make a final adjustment in view of the complexity of the factors involved, but following a report by the Supervisory Commission, the Fourth Committee proposed and the Assembly ratified, the following provisions:—

1. That as regards contributions in arrears or unpaid contributions for 1936, payment should be made on the gold franc basis previously agreed upon.

2. That the expenditure budgets should be adopted in the form in which they had already been prepared, that is, in Swiss francs and in florins at the rate at which they stood before the devaluation; that the monetary unit of income budget should continue to be the gold franc; that a reduction of 20 per cent should be made in the contributions expressed in gold francs from the members of the League for the year 1937; and that a sum corresponding to the difference between the 20 per cent and the actual rate at which the Swiss franc and the florin were eventually valued was to be paid into a special fund, the bulk of which would be refunded to the members of the League at a later date.

The total income budget, that is the total amount to be paid by the members of the League, for the calendar year 1937, was set at 23,347,302 gold francs, allocated as follows:—

	Gold francs
Permanent Court of International Justice.. . . .	2,049,066
International Labour Office.. . . .	6,086,930
Secretariat and other activities.. . . .	15,211,306

The allocation of 2,062,480 gold francs from surplus reduced the net income budget to 21,284,822 gold francs. As Canada is allocated 35 units out of a total of 923, her contribution for 1937 is set at 807,116·8 gold francs, or at the current rate of exchange, 155,773·54 gold dollars.

## FIFTH COMMITTEE

### (Humanitarian and Social Questions)

#### *Child Welfare*

The Fifth Committee expressed its thanks to the special Committee on the Constitution, Procedure and Practice of the Committees of the League for the suggestions relating to the amalgamation of the Committee on Women and Children and the Child Welfare Committee into the Advisory Committee on Social Questions. It was of the opinion that this Committee should become a centre of international documentation on social questions for the convenience of Governments and voluntary organizations; that it should constitute a study centre and should assist in the organization of co-operation between Governments, prepare for conventions and international conferences and establish co-operation between private organizations in this field. While recommending this programme to the new Committee, the Fifth Committee did not exclude the possibility of dealing with new problems within the general field.

The Fifth Committee noted that at its meeting during the Sixteenth Assembly it had drawn the attention of the Advisory Committee to the importance of giving prior consideration to the normal child. In the discussion on the

work for the year, it was noted that the Advisory Committee had not yet found it possible to deal with two studies which had been recommended in this connection, the first, a study of the organization and conduct of Child Welfare Work with reference to the competence of authorities and of voluntary organizations, and the second, the extension of Child Welfare work to non-urban communities. These suggestions were therefore renewed.

In dealing with Budgetary Questions, the Fifth Committee, by resolution, asked the Fourth Committee that credits in 1937 for various items relating to the work of the new Advisory Committee on Social Questions should be increased..

Cognizance was then taken of seven subjects relating to children on which the Advisory Committee has been and is still working. These were, Boarding out of Children in Families, Recreational Aspects of the Cinematograph, Neglected and Delinquent Children, Information Centres, Nutrition, Family Desertion and Ill-Treatment of Children. The Committee noted that the study of Boarding out of Children in Families which is in progress, has resulted in a considerable amount of documentation, and approved of the continuation of this work.

With regard to the cinematograph, the Fifth Committee felt that attention should be given to the problem of the production of films specially intended for children and also noted with interest the possibility of utilizing films in order to stimulate interest in Child Welfare Questions. It was further suggested that the documentation collected by the Advisory Committee on Recreational Aspects of the Cinematograph should be published. Regarding the problem of neglected and delinquent children, the Fifth Committee noted that the Advisory Committee proposed to undertake in the coming year a general study of the treatment of such children and, with this, to conclude the study of this subject.

The problem of Nutrition was regarded by the Fifth Committee generally from the point of view of Child Welfare and Health and a number of the members of the Committee urged that the methods of educating the general public on the subject of Nutrition should be studied, as it was pointed out that, through ignorance, malnutrition was frequent in many families even though they had an income sufficient to provide adequate food. In particular the Committee advocated the education of all girls in the principles of nutrition and care of children.

Resolutions were submitted to the Assembly by the Fifth Committee relating to the establishment of liaison between the Advisory Committee on Social Questions and other Commissions and Committees, the drawing up of a scheme of study on the general organization of Child Welfare and the question of Nutrition.

#### *Assistance to Indigent Foreigners*

The Fifth Committee were informed of the work of the Committee of Experts which was appointed by the Council in 1931 to prepare a preliminary Draft International Convention on the subject of Assistance to Indigent Foreigners. In 1933 this Committee of Experts prepared a Draft Convention providing that each of the contracting parties should grant indigent nationals of the other contracting parties, residing in its territory and needing material or moral assistance, the same assistance as it granted its own nationals. As it was realized, however, that the conclusion of an international Convention would take a considerable time and the Committee was anxious to deal as soon as possible with the existing situation, it drew up fourteen Recommendations for immediate application, based on the principle that States should place foreigners as far as possible on the same footing as nationals and should safeguard the unity of the family. This Draft Convention and Recommendations were submitted to Governments by decision of the Council taken in January,

1934, and in January, 1936, the Committee of Experts met again to study the observations of Governments. Of the thirty-five replies from Governments and four from international organizations, the majority were favourable in principle to the drawing up of a multilateral Convention. Among the suggestions received was that of the conclusion of bilateral treaties.

The Fifth Committee were of the opinion that it would be premature to summon a diplomatic Conference to conclude a multilateral Convention on the subject; but, as the position of indigent foreigners is becoming more and more difficult, it recommended the expedition of procedure by asking Governments to send in their views on the provisions of the second Draft Convention which was submitted to them in July of this year. The Fifth Committee further recommended to the Assembly that the Council be asked to decide whether it is desirable to convene the Committee of Experts or to take any further action which may seem appropriate.

#### *International Relief Union*

The Fifth Committee noted with satisfaction that during the past year the International Relief Union has continued to improve its methods of co-ordination for the administration of relief and the encouragement of research and preventive measures against disasters. They recommended to the Assembly a resolution that Governments consider the possibility of intensifying the action of the International Relief Union by securing the appropriate co-operation.

#### *Penal and Penitentiary Questions*

The Fifth Committee had before it a considerable documentation on penal and penitentiary questions, including the Secretary General's report and communications from various Governments. Reference was made to the action of the Sixteenth Assembly in drawing the attention of Governments to information regarding the existence of various reprehensible practices, not only inconsistent with the standard of minimum rules but also contrary to the principles of rational treatment of prisoners. In the discussion many of the delegates referred to this resolution and reported on the progress made in their countries, the delegate of France informing the Committee of the intention of the French Government to abolish convict settlements. The delegate of the United Kingdom explained that his Government was continuing the practice of reporting to the International Prison Commission upon developments in prison administration and gave the Committee examples of recent legislation which had tended to reduce the numbers of persons committed to prison.

The delegate of Canada, Mr. Rogers, speaking to the question, stated that it was evident that the statistical information on prisoners was inadequate. The Fifth Committee therefore decided to request the Penal and Penitentiary Commission to assist in an enquiry into the number of prisoners over 18 years of age in different countries as at the end of 1936. It is hoped that this information will be available to the Commission by the end of March, 1937.

Reports on the year's work of the following five organizations were submitted to the Committee and reviewed by them:—

- International Penal Association;
- International Bureau for the Unification of Penal Law;
- International Penal and Penitentiary Commission;
- International Criminal Police Commission;
- The Howard League for Penal Reform.

In conclusion, the Fifth Committee expressed its thanks to Governments and to various international technical organizations for their co-operation in the study of penal and penitentiary questions, and recommended that the statistical enquiry mentioned above be undertaken and that an enquiry also be made into measures taken in different countries during recent years with the object of reducing the number of prisoners.



### *Advisory Committee on Social Questions*

The Fifth Committee took note of the amalgamation of the Child Welfare Committee and the Committee on Traffic in Women and Children which has now been effected under the new name of the Advisory Committee on Social Questions, and were of the opinion that this amalgamation would facilitate and make more efficient the social work of the League. Note was taken of the statement that a change of title does not imply any change in the terms of reference and that the new Committee must therefore place permanently on its agenda questions relating to the problem of the traffic in women and children as expressly mentioned in Article 23(c) of the Covenant. Under the new organization, the assessors formerly attached to the Advisory Commission for the Welfare of Children and Young People, as representatives of the international organization, are not recognized as members of the new Committee on Social Questions. The Fifth Committee concurred in the hope that the change in status of such assessors might not diminish the importance of their collaboration, which had always been of great service.

### *Traffic in Women and Children*

The Fifth Committee noted with satisfaction progress in the ratification of the various conventions for the protection of women and children and expressed the wish that Members of the League not yet parties to these conventions might ratify them as soon as possible. It was considered specially gratifying that the Convention for the Suppression of the Traffic in Women of Full Age (Geneva, 1933) has now been ratified or definitely acceded to by seventeen countries. The Committee noted that delay in ratifying this Convention by some countries is due not to lack of sympathy but to the necessity for bringing existing national legislation into conformity with it.

Note was taken that the Committee on the Traffic in Women and Children had at its meeting in April of this year approved the text of a draft Convention for the Suppression of the Exploitation of Prostitution. The Secretary-General has asked Governments to submit their observations on this draft by the 1st November. The time not having expired, the Committee was not in a position to draw up final conclusions, but noted that the existence of the system of licensed houses constitutes one of the chief contributing factors of the traffic and that one of the aims of the Advisory Committee on Social Questions should be the abolition of these houses.

The Fifth Committee also considered once more the difficulties encountered by the Secretariat in reviewing the reports on traffic in women and children and on obscene publications submitted by Governments and noted that, in spite of an appeal made by the Sixteenth Assembly, thirty-four Member States had failed to send in a report during the last year. The Committee did not feel that this situation could be regarded as satisfactory. The Committee noted, however, that the question of rearranging the questionnaire, which forms the basis of the annual reports, was under consideration and that Governments were asked to submit suggestions to the Secretariat before the 1st November, and hoped that with a revised questionnaire more countries will find it possible to report.

Appreciation was expressed by members of the Fifth Committee of the progress made in the study of measures of rehabilitation and note was taken of the preliminary report, prepared on the basis of replies from some forty-one countries, covering all phases of the question, social, economic and medical. The Committee was of the opinion that the study should be extended to preventive action, including the problem of minors in danger of becoming prostitutes, as it is felt that work in the early stages was likely to be much more effective.

### *The Far East*

The Fifth Committee noted that it had not been possible to make much progress on the question of women of Russian origin in the Far East. The Sixteenth Assembly had adopted a resolution authorizing the appointment of a woman to act as agent of the League of Nations there on condition that it should not involve any financial charge upon the League. In the interval since the last Assembly it has not been possible to raise the necessary funds, although some money has been collected and suggestions received as to a person suitable for the post. In the meantime the Managing Committee of the Nansen International Office for Refugees, at its meeting in July, decided to ask the League for a mission of two persons to be sent to the Far East to study the whole problem, and the Committee were of the opinion that the two missions might be combined, one of the two people being a woman who would act as agent in conformity with the resolution of the Sixteenth Assembly.

The Committee were informed that preparations for the Conference of Central Authorities in the East, to be held in Java in February, 1937, had reached as complete a stage as possible until the vote of the budget, and they approved of the agenda. Wishing to demonstrate their special interest in the work of the Conference, the Committee requested the Assembly to pass a resolution expressing hopes for the success of the Conference and in particular that practical measures for combating traffic in women and children may result from its discussions.

### *Traffic in Opium and Other Dangerous Drugs*

The Fifth Committee had before it the document issued by the Advisory Committee on the Traffic in Opium, the Permanent Central Opium Board and the Supervisory Body covering the work done during the year. The discussion on these reports covered a wide range and revealed encouraging unanimity of opinion.

### *Limitation of the cultivation of the opium poppy and cultivation and harvest of the cocoa leaf.*

The Committee were unanimously of the opinion that the next step in the work of combating narcotics should be directed to the reduction and control of raw materials and the suppression of the clandestine manufacture in parts of the world where raw materials are easily accessible and control is difficult.

The Committee supported generally the view of the Advisory Committee that the study of the two problems, of the opium poppy and cocoa leaf, should be carried on separately. Special attention was paid in the discussion to the preparatory work for the limitation of the cultivation of the opium poppy. The cultivation of the poppy, it was noted, is carried on in Afghanistan, Bulgaria, China, Greece, India, Iran, Japan, Korea, Turkey, U.S.S.R., and Yugoslavia by hundreds of thousands of farmers and the problem of limitation is a difficult one which will require careful preparatory work. As a first step, the Governments of the countries producing raw opium have been asked to furnish before the 31st January, 1937, the information requested by the Advisory Committee. A preliminary conference of the representatives of the manufacturing countries for the discussion of the problems relating to raw opium which affect them is contemplated, as well as a later conference to deal with the problems from the point of view of the producing countries. It will be for the Advisory Committee at its spring meeting to take the next step. Studies relating to the limitation of the production of the cocoa leaf will, it is anticipated, be carried on on parallel lines.

The Fifth Committee noted with approval the conclusion of the Convention of 1936 for the Suppression of the Illicit Traffic in Dangerous Drugs.

SIXTH COMMITTEE  
(Political Questions)

*Intellectual Co-operation*

The Sixth Committee had before it a large number of reports on the various phases of the work under this head and noted that great progress had been made, largely as a result of the generous support afforded to the Paris Institute by the Rockefeller Foundation and a number of national committees on intellectual co-operation. Many delegates, particularly those of the South American States, gave very encouraging reports of this work in their respective countries. Reports were also received on work done in Egypt, Iran and Japan.

The Sixth Committee also discussed the application of the Convention on the Free Circulation of Educational Films and expressed the hope that this first Convention concluded under the auspices of the International Committee on Intellectual Co-operation would prove effective and useful. It further noted the draft Convention on the Use of Broadcasting in the Cause of Peace which had been under discussion at an inter-governmental Conference at the beginning of the present Assembly and was then opened for signature.

The draft Convention for the Protection of National Artistic and Historical Treasures, which is now under consideration by Governments, was noted and the hope expressed that it would be concluded before the next meeting of the Assembly.

A somewhat longer discussion took place upon the general problem of authors' rights, and some members of the Committee discussed the problem of reconciling or co-ordinating the two Conventions, the Berne Convention and the Havana Convention, the first of which applies chiefly in Europe and the latter in the New World. It was noted that a European Commission had gone to South America with the object of discussing the harmonization of these two Conventions.

Note was taken of the work of the Permanent International Studies Conference which met first in 1933 and is now engaged in an objective and scientific study of foreign policy. This was described by the delegate of Belgium as an "autonomous body within the Intellectual Co-operation Organization," and, being autonomous, able to pursue its work with the independence proper to scientific research, although in close co-operation with other bodies.

The Sixth Committee again discussed the various problems of teaching, including information on the League of Nations as well as the teaching of history and geography. It also noted that an effort was being made by the International Committee to study the problem of unemployment among intellectual workers. Various delegates stressed the importance of the revision of school text-books and referred to the declaration on the teaching of history which the Sixteenth Assembly invited the States Members to adopt.

On the initiative of the French delegation, with the support of the Sixth Committee, the Council and Assembly have been requested to approve the increase in the number of members of the Permanent Committee on Arts and Letters from fourteen to eighteen.

The future of the work of the Intellectual Co-operation Organization in the exact and natural sciences was also discussed by the Sixth Committee and it was pointed out that the Organization is not as well equipped for the work in these sciences as in the fields of foreign policy and the humanities. Note was taken of the meeting held in July last of a programme committee of scientists, which drew up a full scheme of work. The Sixth Committee approved highly of this scheme and expressed the hope that a permanent committee might be established.

The work of the International Museums Office was also reviewed and note taken of the request of the International Committee on Intellectual Co-operation that the Assembly should authorize communication to Governments of a number of recommendations on international art exhibitions.

The Sixth Committee heard M. Levillier delegate of Argentina on a proposal for a compilation of ethnographical and historical studies on Latin America, and approved the terms of a resolution which he proposed, appealing to Governments and institutions to place the necessary funds for the carrying on of this work at the disposal of the International Institute of Intellectual Co-operation. Contributions have already been promised by a number of Latin American States. In the course of this discussion the Bolivian delegate urged that some action should be taken to assist the safeguarding in the midst of the present dangers of the artistic treasures of Spain. His suggestion met with the approval of the Spanish and other delegates.

The Sixth Committee reviewed the programme of work for 1937 and noted the arrangements for a series of meetings and conferences to be held during the Universal Exhibition of Art and Technique in Modern Life to be held in Paris next year. Among these will be meetings of the International Studies Conference, the Permanent Committee on Arts and Letters, the Advisory Committee on League of Nations Teaching, and the second general Conference of the National Committee on Intellectual Co-operation.

In conclusion, the Sixth Committee recommended to the Assembly resolutions thanking the States contributing to the International Institute of Intellectual Co-operation for their support; approving the increase in the number of members of the Permanent Committee on Arts and Letters; supporting the work of the Committees on Exact and Natural Sciences and Education; and relating to the Declaration on the Teaching of History, the problem of unemployment among intellectual workers, the question of broadcasting and peace, and the recommendations to Governments on the holding of international art exhibitions. Other recommendations related to problems of authors' rights, the Universal Exhibition in Paris, the International Educational Cinematographic Institute, and the means of spreading information to be utilized in the cause of peace.

### *Mandates*

On the proposal of the Norwegian delegation the documentation on mandates was referred to the Sixth Committee. The activities of the mandatory powers and the work of the Council and of the Permanent Mandates Commission since the Sixteenth Assembly were reviewed. During the discussion in the Committee, a number of delegates emphasized the importance of maintaining the principle of economic equality in "A" and "B" Mandates. Several delegates discussed the situation in Palestine and expressed the hope that order and peace would soon be restored. The Polish delegation particularly emphasized the importance to its country of the development of a Jewish National Home in Palestine and the necessity of finding new outlets for Jewish emigration from Central and Eastern Europe. Several speakers emphasized the necessity of safeguarding the dual principles laid down in the mandate, providing a Jewish National Home on the one hand and guaranteeing the rights of the Arab population on the other. The delegate of the United Kingdom assured the Committee that his Government would supply the Mandates Commission with all information available as soon as the Royal Commission of Enquiry had made its examination of the disturbances and their causes, but that pending the report of the Royal Commission it was not possible to supply the Permanent Mandates Commission with adequate material.

The Sixth Committee also noted the statement of the Turkish delegate on the future of the population, of Turkish language and culture, in Syria and Lebanon. In reply the French delegate referred to the Statement of the Mandatory Power made in the Council at its meeting on 26th September concerning

the application of the Franco-Turkish Agreement. He also supplied particulars of the Franco-Syrian Treaty.

The delegate of the Union of South Africa called attention to the principle of non-militarization of native populations of mandated territories. This principle, he said, the Union Government accepted as being in the spirit of the duties imposed on it by the terms of the mandate and as conforming strictly to its own native policy. He also referred to the constitutional problem in South West Africa, of which he said a thorough study has been made, and repeated the statement made last year that his Government would inform the League of its intentions before any action was taken.

In conclusion, the Sixth Committee recommended a resolution to the Assembly expressing regret at the disturbances in Palestine, hope that order would be promptly restored and confidence in the impartiality of the enquiry instituted by the Mandatory Power. It also expressed appreciation of the efforts of the Mandatory Power with a view to bringing about the emancipation of Syria and Lebanon.

### GENERAL COMMISSION

(Application of the Principles of the Covenant)

The resolution setting up the General Commission referred to the Assembly's recommendation of 4th July, 1936, and to the replies of Governments on the question of the application of the principles of the Covenant, and continued as follows:—

“Considering that among the problems which arise out of the question of the application of the principles of the Covenant, and which must therefore be covered by the enquiry into that subject, mention should be made of the problem, already considered by the League, of harmonizing or co-ordinating the Covenant with other treaties of a universal tendency aiming at the pacific settlement of international disputes—that is to say, the Treaty for the Renunciation of War, signed at Paris on August 27th, 1928, and the Treaty of Non-Aggression and Conciliation, signed at Rio de Janeiro on October 10th, 1933, on the initiative of the Argentine Republic, which treaties fall within the scope of Article 21 of the Covenant, and, like the Covenant, are designed to ensure the maintenance of peace;

“Considering that another problem already envisaged by the League of Nations is also connected with the question of the application of the principles of the Covenant—namely, the prohibition, in virtue of the provisions of the Covenant, of the supply of arms and war material to belligerents—a problem the study of which was entrusted by the Council to a Special Committee, which suspended its work owing to the fact that the Assembly was also dealing with the question of the application of the principles of the Covenant:

“Decides to set up a General Commission of the kind provided for in Rule 14 of the Rules of Procedure for the question of the application of the principles of the Covenant and all problems connected therewith, the Commission to report to the Assembly and submit its recommendations to the latter on the manner in which the study of these problems should be pursued.”

The General Commission was of the opinion that in order to fulfil its terms of reference it should make recommendations upon the preparation of the documentation and the setting up of a body to discuss it. The Commission agreed that it would be highly desirable that Governments which had not yet made known their views should forward to the Secretary General as soon as possible any proposals they might desire to make in reply to the Secretary General's Circular Letter (C.L. 124.1936.VII).

The Commission further considered what body should be set up for the further study of the problem after the documentation has been collected, and recommended the creation of a Committee including, besides all the Members of the Council, the delegates of certain other League Members.

The terms of reference laid down for the new Committee were, the making of a study of all the proposals regarding the application of the principles of the Covenant, in accordance with the Assembly recommendation of 4th July, 1936. Their report was to be submitted to the governments of all States Members to serve as a basis for the decisions to be taken. The Committee would be authorized to propose a special meeting of the Assembly should it consider it advisable.

As finally constituted, this Committee, which has become known as the Committee of Twenty-eight, consisted of the following States:—

Argentine	Italy
Austria	Latvia
Belgium	Mexico
Bolivia	Netherlands
United Kingdom of Great Britain and Northern Ireland	New Zealand
Bulgaria	Poland
Canada	Portugal
Chile	Roumania
China	Spain
Czechoslovakia	Sweden
Colombia	Switzerland
France	Turkey
Greece	Uruguay
Iran	Union of Soviet Socialist Republics.

During the course of the discussion in the Commission the question of securing the co-operation of non-member States was raised by the Chilean delegate who proposed:—

“In the interests of universality—an essential condition for the efficacy and success of the League of Nations—the Assembly considers it necessary to ascertain the views of non-member States, either by direct approach or by the convening of a diplomatic conference.”

The majority of the Commission, however, were of the opinion that it would be premature for the Seventeenth Assembly to consider this proposal. In the course of its work the new Committee, no doubt, will have to consider the question of universality and possibly to examine appropriate measures for ascertaining the views of non-members. When this stage is reached, the proposal of the Chilean delegate could then be considered.

It was noted by the General Commission that, by the terms of the resolution of the Assembly of 8th October the new Committee would take the place of the Committee of all the Members of the League appointed by resolution of the Twelfth Assembly, and also of the Special Committee appointed to study the question of the prohibition of the supply of arms and war material to belligerents.

The recommendations of the General Commission were adopted by the Assembly at its concluding sessions on October 10th.

We are, etc.

W. L. MACKENZIE KING  
R. DANDURAND  
N. McL. ROGERS  
O. D. SKELTON  
W. A. RIDDELL  
G. P. VANIER

## APPENDIX I

## AGENDA OF THE SEVENTEENTH ORDINARY SESSION OF THE ASSEMBLY

1. Election of officers, appointment of committees and adoption of agenda.
2. Report on the work of the League since the last Session of the Assembly.
3. Election of Non-Permanent Members of the Council.
4. Permanent Court of International Justice.
5. Rules of procedure of the Assembly.
6. Composition of bodies to which appointments are made by the Assembly.
7. Committees of the League of Nations.
8. Questions of prohibiting, under the provisions of the Covenant, the supply of arms and war material to belligerents.
9. Amendment of the Covenant of the League of Nations in order to bring it into harmony with the Pact of Paris; examination of the Treaty of Non-Aggression and Conciliation concluded at Rio de Janeiro on October 10th, 1933.
10. Composition of the Council.
11. Refugees.
12. Nutrition.
13. International repression of terrorism.
14. Audited accounts for the Seventeenth Financial Period (1935) and Auditor's Report thereon.
15. Budget of the League of Nations for the Nineteenth Financial Period (1937).
16. Report of the Supervisory Commission.
17. Contributions in arrears.
18. Allocation of expenses.
19. Report of the Administrative Board of the Staff Pensions Fund.
20. Economic and financial work.
21. Communications and transit.
22. Health work.
23. Traffic in opium and other dangerous drugs.
24. Social work.
25. Intellectual co-operation.  
Item inserted by Decision of the Assembly.
26. Application of the principles of the Covenant of the League of Nations.  
Item proposed by the Member of the League.
27. Convention on Nationality concluded on December 26th, 1933, at the Seventh International Conference of American States.

## APPENDIX II

### RESOLUTIONS ADOPTED BY THE ASSEMBLY DURING ITS SEVENTEENTH ORDINARY SESSION

#### 1. RULES OF PROCEDURE OF THE ASSEMBLY.

##### I.

The Assembly decides that the rule relating to the convening of the Finance (Fourth) Committee, established as an experiment by the Assembly's resolution of October 11th, 1933, shall be maintained for the session of 1937—namely:—

“The President of the Council, after consulting the Chairman of the Supervisory Commission, may convene the Finance Committee for a date preceding by not more than one week the first meeting of the ordinary session of the Assembly. The Committee shall be composed of the representatives accredited for the purpose by the Members of the League. It shall appoint its Chairman, who shall thereby become a member of the General Committee of the Assembly under the terms of Rule 7 of the Rules of Procedure. The establishment of the Committee shall be reported to the Assembly at the first plenary meeting of the Assembly.”

##### II.

The Assembly decides to amend its Rules of Procedure as follows:—

(1) Paragraph 3 of Rule 5 is amended to read as follows:—

“3. A Committee of nine members for the examination of the full powers shall be elected by the Assembly on the proposal of the President. The Committee shall appoint its own Chairman and Vice-Chairman. It shall report without delay.”

(2) Paragraph 1 of Rule 7 is amended to read as follows:—

“1. The General Committee of the Assembly shall consist of the President of the Assembly, eight Vice-Presidents and the Chairmen of the main Committees of the Assembly, the Agenda Committee and the Committee for the examination of the full powers.

“The Assembly may decide to add to the General Committee the Chairmen of other Assembly Committees and, in exceptional cases, other members.”

Paragraphs 2, 3 and 4 remain unchanged.

(3) A new rule, numbered 7(a), is inserted, reading as follows:—

“1. An Agenda Committee shall be set up at the beginning of each session. It shall consist of seven members, who shall be appointed by the Assembly on the nomination of the President.

“2. The Committee shall elect its own Chairman and Vice-Chairman.

“3. The Committee shall consider applications for the inclusion of new questions in the agenda of the Assembly, and shall report to the Assembly thereon.

“4. Proposals for the mere reference to one of the main Committees of portions of the Report on the Work of the League shall be decided upon by the Assembly without previous reference to the Agenda Committee.”

##### III.

The Assembly adopts as an experiment the following procedure which, unless otherwise decided in the interval, shall have effect down to the termination of the ordinary session of 1939:—



*“ Rule 7 (b)*

“ 1. At the commencement of each session, the Assembly shall appoint a committee of eleven members whose duty shall be to nominate candidates for functions which carry with them a seat on the General Committee.

“ 2. The provisional President of the Assembly shall submit proposals to it regarding the composition of this Committee.

“ 3. The Members of the Assembly and the Committees shall retain the right to vote for persons other than those proposed by the above-mentioned Committee.”

[*Resolutions adopted on October 10th, 1936 (morning).*]

**2. COMPOSITION OF THE COUNCIL: PROVISIONAL CREATION OF TWO NEW NON-PERMANENT SEATS.**

The Assembly,

Having considered the report of the Committee appointed to study the composition of the Council (document A.9.1936.V) :

Approves the recommendation of the Committee for the provisional creation of two new non-permanent seats on the Council and, accordingly, declares that it is desirable that, for the period commencing with the election of the non-permanent Members of the Council at the Assembly's session of 1936, and ending with the election of the said non-permanent Members in the year 1939, the number of non-permanent seats on the Council should be provisionally increased to eleven:

And considering that, in the opinion of the Committee appointed to study the composition of the Council, with which the Assembly agrees, “ it would be undesirable that a definitive solution of the problems connected with the composition of the Council should be postponed longer than is necessary ”:

Recommends that, so soon as circumstances permit, the Council will appoint and convene a small committee of experts to draw up proposals on the subject.

The Assembly instructs the Secretary-General to bring this resolution to the attention of the Council.

[*Resolution adopted on October 1st, 1936 (morning).*]

\* \* \*

On October 2nd, 1936, the Council adopted a resolution creating provisionally two new non-permanent seats on the Council in accordance with the terms of the above resolution. The Assembly, on October 3rd, 1936, approved the Council's resolution, as required by Article 4 of the Covenant, and proceeded, on October 8th, 1936, to the election of the two additional non-permanent Members.

**3. PERMANENT COURT OF INTERNATIONAL JUSTICE.**

- (i) *Method of Election to the Three Seats vacated by M. Walther Schücking, Mr. Frank B. Kellogg and M. Wang Chung-Hui.*
- (ii) *Participation in the Election of the Judges of a State which is not a Member of the League but is a Party to the Statute of the Court.*

**I.**

The Assembly, in agreement with the proposal of the Council, decides as follows:—

The two seats vacated through the death of M. Schücking and the resignation of Mr. Kellogg shall be filled by an election by *scrutin de liste*, at which the candidates nominated for those seats shall alone be eligible, and there shall be a separate election to fill the seat vacated by M. Wang, at which only the candidates nominated for that seat shall be eligible.

## II.

The Assembly,

Having regard to the provisions of the third paragraph of Article 4 of the revised Statute of the Permanent Court of International Justice;

Having regard to the proposal of the Council;

Decides that:

(1) If a State which is not a Member of the League but is a party to the Statute of the Court notifies the Secretary-General of its desire to participate in the election of members of the Court, such State shall *ipso facto* be admitted to vote in the Assembly;

(2) At any election of members of the Court which may take place before January 1st, 1940, Germany, Brazil and Japan, being States which are not Members of the League but are parties to the Statute of the Court, if they notify their desire to do so to the Secretary-General, shall, as a provisional measure and without prejudging any question of principle, also be admitted to vote in the Council;

(3) The Secretary-General is instructed to take the necessary measures to allow States which, though parties to the Statute of the Court, are not Members of the League of Nations to participate in the elections.

[Resolutions adopted on October 3rd, 1936 (morning).]

#### 4. CONVENTION ON NATIONALITY SIGNED ON DECEMBER 26TH, 1933, AT THE SEVENTH INTERNATIONAL CONFERENCE OF AMERICAN STATES.

The Assembly,

Having examined the item of its agenda which relates to the Convention on Nationality signed on December 26th, 1933, at the Conference of American States at Montevideo;

Being conscious of the importance for many States of the question of naturalization in the relations of States with one another:

Calls the attention of the Members of the League of Nations to the fact that the Convention of Montevideo is open to accession by all States.

[Resolution adopted on October 10th, 1936 (morning).]

#### 5. INTERNATIONAL REPRESSION OF TERRORISM.

The Assembly,

Having taken cognizance of the second report of the Committee for the International Repression of Terrorism and of the two draft Conventions annexed thereto (document A.7.1936.V.);

Recognizing the utility for the consolidation of peace of the conclusion of a convention for the prevention and punishment of terrorism;

Considering, however, that the replies of the Governments regarding the draft drawn up by the Committee (documents A.24.1936.V and A.24(a).1936.V) and the discussions in the First Committee have shown that certain Governments feel doubts which it is desirable to remove:

Expresses the view that the contemplated convention, founding itself upon the principle that it is the duty of every State to abstain from any intervention in the political life of a foreign State, should have as its principal objects:

(1) To prohibit any form of preparation or execution of terrorist outrages upon the life or liberty of persons taking part in the work of foreign public authorities and services;

(2) To ensure the effective prevention of such outrages and, in particular, to establish collaboration to facilitate early discovery of preparations for such outrages;

(3) To ensure punishment of outrages of a terrorist character in the strict sense of the word which have an international character either in virtue of the place in which preparations for them were made or the place in which they were carried out, or in virtue of the nationality of those participating in them or their victims;

Notes that certain Governments have disputed the advisability of creating an international criminal court, but that the trial of persons guilty of such outrages by such a court is felt by other Governments to constitute an alternative which, in certain cases, would be preferable to extradition or to prosecution, and that on this ground the second convention has been regarded by the latter Governments as valuable, even if it is not capable of securing general acceptance:

Recommends that the Committee revise its conclusions regarding its two drafts in the light of the observations to be found in the Governments' replies or formulated in the course of the debates, in order that the Council may convene a diplomatic conference in 1937.

*[Resolution adopted on October 10th, 1936 (morning).]*

## 6. WORK OF THE HEALTH ORGANIZATION.

### I.

The Assembly,

Recognizing the value of the Health Organization's studies in the field of urban and rural housing:

Considers it would be advisable to extend the scope of these studies so that the various aspects of the problem may be studied as a whole;

Requests the Council to invite the Economic, Financial and Health Committees and the International Labour Office to establish a suitable collaboration with a view to submitting to the next ordinary Assembly a general report on the question. This report would take into account the documentation already in the Health Organization's possession and might contain proposals in regard to further studies.

### II.

The Assembly,

Having examined the proposal submitted by the delegations of the Argentine, Bolivia, Chile, Colombia, Cuba, Dominican Republic, Ecuador, Haiti, Mexico, the Netherlands, Panama, Peru, Spain, Uruguay and Venezuela to the effect that a Conference on Rural Hygiene should be summoned for American countries:

Considers that, in view of the universal character of the technical activities of the League of Nations, it would be advisable to give effect to this proposal; and

Requests the Council to examine, with the assistance of the competent technical organizations and of the International Labour Office, the possibility of giving effect to the proposal at a date which would allow of the Conference being adequately prepared.

### III.

The Assembly,

Noting that the work of the Health Organization is designed to assist in raising the standard of health of the urban and rural populations in the various continents and to contribute to the solution of important problems of the moment in the fields of public health and social welfare:

Approves the work of the Health Organization;  
 Approves the conclusions of the Rapporteur;  
 And refers the suggestions contained in his report (document A.61.1936.III) to the Health Committee for consideration.

*[Resolutions adopted on October 8th, 1936 (afternoon).]*

## 7. WORK OF THE ORGANIZATION FOR COMMUNICATIONS AND TRANSIT

The Assembly,

Notes the work done by the Organization for Communications and Transit during the year 1935/36;

Greatly appreciates the results achieved in the various spheres of activity of that Organization and approves its work;

Adopts the Second Committee's conclusions and refers to the Organization for Communications and Transit for examination the suggestions contained in the Rapporteur's report (document A.78.1936.VIII).

*[Resolution adopted on October 10th, 1936 (morning).]*

## 8. ECONOMIC AND FINANCIAL QUESTIONS.

### I.

The Assembly,

Noting with satisfaction the joint declaration issued by the Governments of France, the United States of America and the United Kingdom on September 26th, 1936, and the adhesions thereto immediately given by several States;

Recognizing that this declaration harmonizes with the recommendations made by the Economic Committee of the League of Nations in its recent Report on the Present Phase of International Economic Relations (document C.378.M.249.1936.11.B);

Considering that a concordant policy designed to re-establish a durable equilibrium between the economies of the various countries, to lay more solid foundations for the stability of economic relations and to promote international trade would effectively contribute to the consolidation of peace, the restoration of international order, the growth of world prosperity and the improvement of the standard of living of peoples:

Affirms the general desire of the States Members of the League to pursue the realization of these objects and invites all States, whether Members of the League or not, to co-operate fully to that end;

Urgently recommends all States, as an essential condition of final success, to organize without any delay determined and continuous action to ensure the application of the policy indicated above, to reduce excessive obstacles to international trade and communications, and in particular to relax and, as soon as possible, to abolish the present systems of quotas and exchange controls.

### II.

The Assembly,

Considering that the time has now arrived when discussion of and enquiry into the question of equal commercial access for all nations to certain raw materials might usefully be undertaken with the collaboration of the principal States, whether Members or non-members of the League, having a special interest in the matter:

Decides to request the Council, when it thinks fit, to appoint a Committee composed, in suitable proportions, of members of the Economic and Financial Committees of the League of Nations together with other qualified persons,

irrespective of nationality, to undertake the study of this question and report thereupon;

Recognizes that the choice of the raw materials to be considered should be at the discretion of the body thus appointed;

Believes that the participation in the work of the Committee of nationals of the non-member as well as Member States specially interested would be desirable;

Suggests that the Council should give attention to this consideration in reaching its decision;

And instructs the Secretary-General to communicate the present resolution to the Governments of non-member States.

### III.

The Assembly,

Considering that efforts to reduce the obstacles to the international circulation of capital must not have the effect of increasing fiscal fraud;

Being of opinion that double taxation is both one of the causes of fiscal fraud and at the same time a serious obstacle to the development of international economic and financial relations;

And holding that only concerted action based on specific agreements for international co-operation can ensure the accurate assessment and equitable allocation of taxes;

Requests the Fiscal Committee to pursue vigorously its work for the avoidance of double taxation as far as possible, and also its work on the subject of international fiscal assistance, in order to promote practical arrangements calculated as far as possible to put down fiscal fraud.

### IV.

Whereas the development of international intercourse must necessarily be hampered unless it takes place simultaneously in every sphere—that is to say, not merely in the international trade in goods, but also in the circulation of capital and the movement of men;

And whereas migration is at present at a standstill;

The Assembly:

Notes with satisfaction that a Migration Commission, set up in the International Labour Organization, has been convened for November to consider certain aspects of this serious question;

Expresses its confidence that this Commission and the International Labour Office will frame practical suggestions capable of being immediately put into effect and thus contributing to the settlement of the economic and social difficulties already mentioned;

Requests the Council to follow the work of the said Conference and to remain in touch in this connection with the International Labour Organization, so that the appropriate organs of the League of Nations may, should occasion arise, contribute to that work;

And decides to place the question of emigration on the agenda of its next ordinary session.

*[Resolutions adopted on October 10th, 1936 (afternoon).]*

## 9. NUTRITION

### I.

The Assembly:

Having considered the preliminary report of the Mixed Committee on Nutrition (document A.12.1936.II.B):

Takes note of the suggestions contained therein;

And decides, in support of the current efforts to provide the peoples with an adequate supply of necessary foodstuffs, especially protective foods, to recommend the Governments:

(1) To encourage and support, in every possible way, the scientific study of nutrition problems with a view to ascertaining the optimum nutrition for each country, due consideration being given to differences of national economic structure, climate and available sources of supply;

(2) To take all appropriate measures to ensure that the latest information about nutrition is included in the teaching of medical students, and that medical practitioners, medical officers of health, district nurses, etc., have such information constantly brought to their notice;

(3) To conduct a vigorous policy of education on popular nutrition for the instruction of the general public in this subject;

(4) To support the Health Organization of the League of Nations, not only in the work of its technical committees, but also in its endeavours in the field of public health and preventive medicine, to promote the application of modern nutritional science for the benefit of the different age and occupational groups of the population;

(5) To facilitate and promote international co-operation in education and propaganda and in the exchange of information, and, in particular, to encourage all appropriate international organizations to lend their help;

(6) To consider what steps should be taken, whether at the public charge or otherwise, to meet the nutritional needs of the lower-income sections of the community, and, in particular, the means by which they might ensure that an adequate supply of food, especially safe milk, should be made available for expectant and nursing mothers, infants, children and adolescents;

(7) To consider what further steps might be taken to meet the nutritional needs of adults, unemployed or otherwise, in distress;

(8) With a view to giving the fullest possible effect to national propaganda and educational efforts for the improvement of popular nutrition:

To take all possible steps to make food supplies, and especially protective foods, available at prices within the reach, so far as possible, of all classes of the community, while, at the same time, safeguarding the interests of producers;

To take steps to improve and cheapen the marketing and distribution of foodstuffs in both industrial and rural districts, and with these objects in view,

To encourage collaboration between co-operative and other forms of producers' and consumers' organizations;

(9) With a view to assuring purity of food, and in the interest of public health, to promote, so far as possible, the international standardization of the technical analysis and control of foodstuffs, and of the control of preparations sold primarily for their vitamin content, on the basis of the work being conducted on the standardization of biological products;

(10) To set up standards of reference and specifications for grading foods of all kinds according to quality;

(11) To consider whether any modification of their general economic and commercial policy is desirable in order to ensure adequate supplies of foodstuffs, and, in particular, to assist the evolution of agricultural production in order to satisfy the requirements of sound nutrition;

(12) In order, *inter alia*, to ascertain how far existing national dietaries fall short of the new standards of nutrition, to collect information on food consumption by families of different occupational groups at different income levels, as well as on the distribution of the population by family income;

(13) To consider to what extent and by what means their national statistics of the supply and consumption of individual foods might be improved;

(14) To assist the International Institute of Agriculture in collecting information regarding the supply, national consumption and prices of foodstuffs;

(15) To co-ordinate the work done by different authorities which affects the nutrition of the people and, in the absence of a central authority, to set up a special body for this purpose, in order to secure unity of policy and direction.

\* \* \*

Furthermore, the Assembly recommends the Governments concerned to give their full support to the Health Organization in its enquiries into the widespread malnutrition which exists in the tropics and certain Far-Eastern countries.

## II.

The Assembly,

In view of the provisional nature of the report submitted by the Mixed Committee on the Problem of Nutrition:

Decides to reappoint that Committee for one year, so that it can pursue its enquiries and, in particular, examine thoroughly the economic aspects of the problem of nutrition, and instructs it to submit a final report to the next Assembly, it being understood that the Committee, in so doing, will continue to co-operate with the International Labour Organization, the International Institute of Agriculture in Rome and any other international bodies interested in the question.

## III.

The Assembly,

Noting that National Nutrition Committees have been set up in various countries;

Realizing that it might be desirable to co-ordinate the activities of these committees internationally and to give their leaders an opportunity of comparing experiences:

Suggests that the Council, after consultation of the Chairman of the Mixed Committee on the Problem of Nutrition, should arrange, if occasion offers, for exchanges of views among the representatives of these Committees on the problems with which they are all concerned.

*[Resolutions adopted on October 8th, 1936 (afternoon).]*

## 10. CONSTITUTION, PROCEDURE AND PRACTICE OF THE COMMITTEES OF THE LEAGUE OF NATIONS.

### I.

The Assembly approves the new statutes of the Health Organization approved by the Council at its meeting on September 26th, 1936.

### II.

Whereas the Council noted, in the report of September 26th, 1936, concerning the framing of new statutes for the Communications and Transit Organization, that the situation referred to in the Special Committee's report makes it impossible to follow in every respect the guiding principles contained in the Assembly resolution of September 28th, 1935;

Being desirous, however, that the new statutes of the Organization should, as far as possible, be based on the guiding principles mentioned above:

The Assembly agrees with the suggestion contained in the report adopted by the Council on September 26th, 1936.

It therefore requests the Council to convene a further meeting of the Special Committee, which should be asked to undertake a general re-examination of the statutes of the Organization for Communications and Transit and to submit its proposals to the Council through the agency of the Rapporteur to the Council.

It empowers the Council to draw up and approve on its behalf the new statutes of the Organization after examining the preliminary draft prepared by the Committee.

*[Resolutions adopted on October 10th, 1936 (morning).]*

#### 11. REDUCTION AND LIMITATION OF ARMAMENTS.

The Assembly,

Firmly convinced of the need of pursuing and accelerating the efforts made to bring about the reduction and limitation of armaments provided for in Article 8 of the Covenant:

Welcomes the action initiated by the French Government with a view to the early convocation at the most opportune date of the Bureau of the Conference for the Reduction and Limitation of Armaments, and

Requests the Council to communicate to the Bureau and to the Governments of the countries represented on the Conference the present report (document A.64.1936.IX) and the Minutes of the Third Committee's discussions.

*[Resolution adopted on October 10th, 1936 (morning).]*

#### 12. FINANCIAL QUESTIONS.

1. The Assembly, under Article 38 of the Regulations for the Financial Administration of the League of Nations, finally passes the audited accounts of the League of Nations for the seventeenth financial period ended December 31st, 1935.

2. The Assembly,

Under Article 17 of the Regulations for the Financial Administration of the League of Nations:

Passes for the nineteenth financial period ending December 31st, 1937, the budget of expenditure of the League of Nations amounting to 29,184,128 Swiss francs, and the *net* budget of income amounting to 21,284,823 gold francs;

And decides that the aforesaid budget shall be published in the *Official Journal*.

3. Subject to the proposals and amendments included in the present report, the Assembly adopts the conclusions of the various reports of the Supervisory Commission submitted for its consideration (see Annex).

4. The Assembly:

Takes note of the reports of the Administrative Board of the Staff Pensions Fund for the year 1936 (documents A.11.1936.X and A.11(a).1936.X) and the report of the Consulting Actuary on the Third Valuation of the Fund (document A.13.1936);

Decides that, for the present, the Fund shall continue to be valued annually by the Consulting Actuary;



Requests the Administrative Board to examine and report upon the effects of Article 19 of the Staff Pensions Regulations;

Requests the Supervisory Commission to examine with a delegation of the Administrative Board the changes which might be made in the Fund's system of management, in order to take account of the views expressed in this report;

Adopts the accounts of the Fund as submitted by the Auditor; and

Decides, having regard to Article 7, paragraph (a), of the Staff Pensions Regulations, that the contribution of the League to the Staff Pensions Fund shall, for 1937, be 9% of the pensionable emoluments of the members of the Fund.

5. The Assembly appoints to the Administrative Board of the Staff Pensions Fund, for the period ending December 31st, 1939:

As regular members:

Professor W. RAPPARD (Switzerland);  
Mr. Francis T. CREMINS (Irish Free State);  
Professor Harold CRAMER (Sweden).

As substitute members:

M. Jan DE MODZELEWSKI (Poland);  
M. C. PARRA-PÉREZ (Venezuela);  
M. C. VAN RAPPARD (Netherlands).

6. The Assembly adopts the present report of the Fourth Committee (document A.80.1936.X).

[Resolutions adopted on October 10th, 1936 (afternoon).]

#### ANNEX.

The conclusions of the reports of the Supervisory Commission relate to the accounts for the financial year 1935; budget and supplementary budget for 1937; amendments to the Financial Regulations (new Articles 33a and 33b and amendment to Article 16a; pensions for members of the Permanent Court of International Justice; recruitment and promotion (in the scale) of Members of Section; carrying forward to the financial years 1936 and 1937 of certain credits in respect of the buildings; payment to the budget of the Secretariat by States non-members of the League; Staff Pensions Fund; correspondents and temporary collaborators; supplementary credits; settlement of the Assyrians of Iraq.

These conclusions involve the adoption of the following new regulations or additions or amendments to existing regulations:—

#### A. *Regulations for the Financial Administration of the League of Nations.*

##### *Amendment to Article 16a.*

Substitute for the last two sentences of the first paragraph of Article 16a, the following text:—

“1. If such a proposal is received later than one month before the opening of the session or made during the session, it shall be dealt with as follows:

“(a) It shall be submitted directly by the Secretary-General to the Supervisory Commission for a report upon its general financial consequences;

“(b) Unless, after considering the report of the Supervisory Commission, the Assembly or the Finance Committee, by a special resolution adopted by a two-thirds majority, decides to take it into consideration during the current session, the proposal shall be adjourned until the next session of the Assembly;

“(c) If it is decided to deal with the proposal during the current session, the ordinary procedure laid down for supplementary credits should be followed, with the exception that the voting of a credit by the Finance Committee shall require a two-thirds majority.”

##### *New Article 33a.*

“1. There shall be a special fund known as the Guarantee Fund which shall be administered and utilized as provided in the present article and may not be diverted from such use.

"2. (a) Where the Assembly, on a report from the Supervisory Commission, considers it to be probable that the actual expenditure under a chapter of a part of the budget concerning the Secretariat or an autonomous organization may be less than the total amount which it is desirable to vote in order to provide for all contingencies, it may:

"(i) Vote the credits without reduction, and

"(ii) Direct that part only of the total amount of the chapter shall be collected in contributions from the Members of the League and that the balance, if it should become necessary to spend it, shall be provided from the Guarantee Fund.

"(b) Reductions of contributions may only be effected under sub-paragraph (a) to the extent to which they are covered by sums available in the Guarantee Fund.

"3. In the case of the Secretariat, the Guarantee Fund shall be drawn upon directly by the Treasurer. In the case of the autonomous organizations, the competent officials shall apply to the Secretary-General, who shall give effect to their requests.

"4. The application to the Secretariat and the autonomous organizations of the provisions of the present article is subject to the supervision provided for in Chapter X of the present Regulations.

"5. The Guarantee Fund shall be alimented by the sums which the Assembly shall decide to have paid into it. It shall not form part of the budget as referred to in Chapter III of the present Regulations and shall be administered as a distinct account. A statement showing the position of the Fund and audited by the Auditor shall be annexed to the annual accounts presented to the Assembly.

"6. (a) If the statement shows any withdrawals from the Guarantee Fund, the amounts withdrawn shall be made good to the Fund from the budget within two years from the date of their withdrawal, unless the Assembly otherwise decides.

"(b) If, at the end of the financial year, the amounts shown in the statement as standing to the credit of the Guarantee Fund, together with any sums withdrawn from the Fund and still outstanding, exceed the amounts which the Assembly has decided from time to time to have paid into it, the amount of such excess shall be withdrawn from the Fund and treated as a receipt for that financial year."

#### *New Article 33b.*

"1. There shall be a Reserve Fund, the object of which shall be to ensure that the expenses of the League of Nations are duly met within the limits of the budget voted by the Assembly.

"2. The Reserve Fund shall be constituted by: (a) the sums which are received from Members of the League in respect of financial periods anterior by two or more years to the current financial period; (b) any other sums which the Assembly may cause to be paid into it; and (c) any interest earned on the investments of the Fund.

"3. The Fund shall not be drawn upon except in virtue of express authorization by the Supervisory Commission, which shall make a special report to the Assembly.

"4. The Reserve Fund shall be administered as a separate account. A statement showing the position of the Fund, audited by the Auditor, shall be submitted each year to the Assembly."

#### *B. Staff Pensions Regulations.*

(i) Add to Article 1, at the end of paragraph 1, the following sentence:

"For the purposes of the present Regulations, Registrars of the Permanent Court, other than the first holder of the office, shall be treated as officials of the Registry of the Court."

(ii) After the words "seven years" in paragraph 1 of Article 1, substitute the following text:—

". . . and after a medical examination showing that the official is in good health, that he is free from any defect or disease likely to interfere with the proper discharge of his duties, and that there is no pathological personal or family history of, or definite predisposition to, any disease which might result in premature invalidity or premature death."

(iii) In paragraph 3, at (c), before the words "Deputy Registrar", add the words "the Registrar and".

#### *C. Regulations regarding the Granting of Retiring Pensions to Members of the Permanent Court of International Justice and to the Registrar (Adopted by the Assembly on September 14th, 1929).*

(i) In Article 6, first paragraph, omit the words "on the proposal of the Council".

(ii) Add new Article 7 as follows:

"The provisions of the present Regulations regarding the granting of a retiring pension to the Registrar of the Court shall only apply so long as the present Registrar (elected on February 3rd, 1922, re-elected on August 16th, 1929) remains in office.

"The conditions for the granting of a pension to future holders of the office shall be governed by the Staff Pensions Regulations (of the League of Nations), adopted by the Assembly on October 3rd, 1930, and by any amendments which have been or may be introduced in those Regulations."

**D. Administration of the Pensions Fund for the Members of the Permanent Court of International Justice: Regulations.**

1. To provide for the liabilities resulting from the carrying-out of the resolution adopted by the 1929 Assembly "concerning the Regulations governing the grant of pensions to the members and to the Registrar of the Court of International Justice", there shall be established, as from January 1st, 1937, a Pensions Fund which shall be administered separately from the other assets of the League and be applicable solely for the purpose provided for in the said resolution.

2. The Pensions Fund shall be alimented:

(a) By a capital of 343,135 florins out of the general surplus of the League in respect of the 1935 financial period;

(b) By a sum of 45,000 florins already set aside for the purpose of judges' pensions;

(c) By an annual amortization payment of 80,766 florins during the years 1937-1951, to meet liabilities incurred in respect of judges in office and retired, as on September 1st, 1936;

(d) By an annual contribution of 6,215 florins during the period of service of each new judge elected after September 1st, 1936;

(e) By the interest earned by investment of the Fund.

3. The Secretary-General of the League of Nations shall be responsible for the custody of the Fund. The budgetary provision shall be paid by the Registrar to the Secretary-General at such times throughout the year as will be arranged between them, having regard to the necessity of meeting current pensions.

4. The investment of the Fund shall be made by the Secretary-General of the League, who shall take the advice of the Investment Committee of the Staff Pensions Fund, or of such other Committee as the Assembly may appoint for the purpose.

5. The Fund shall be valued at five-yearly or such shorter intervals as the Secretary-General may decide. The report on the valuation shall be presented to the Assembly through the Supervisory Commission.

6. (a) The Registrar shall calculate and make all payments due as pensions from funds to be supplied as provided for under Section 3.

(b) The calculation of the amount due as an annual pension shall be made by the Registrar and confirmed by the Secretary-General.

(c) The Secretary-General shall be responsible for the maintenance of all actuarial and investments records. Such records shall be open for inspection by the Registrar.

7. (a) The accounts and annual balance-sheets shall be prepared annually by the Secretary-General and shall be audited by the Auditor of the League of Nations, and his report thereon shall be communicated to the Supervisory Commission, the Council, the Registrar of the Court and all the Members of the League.

(b) The Registrar shall be responsible for the maintenance of separate accounts for all payments made by him on account of pensions, such accounts to be supplied to the Secretary-General. He shall, moreover, supply the Secretary-General with a monthly statement of expenditure.

8. The Secretary-General in collaboration with the Registrar shall make such administrative rules as may be necessary for the purpose of carrying out the administration of the Fund. These rules shall be submitted to the Supervisory Commission.

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### 13. CONTRIBUTIONS IN ARREAR.

The Assembly,

Adopts the report of the Special Committee on Contributions in Arrear contained in document A.29.1936.X with the following amendment:—

The last line of Paragraph No. 9 "Cancellation of Arrangements in Case of Default" (page 3 of the report) to read "The Committee recommends, therefore, that the cancellation clause should become operative as from January 1st, 1937";

Considering that, whilst the position as regards arrears of contributions has greatly improved, it is nevertheless necessary to maintain a vigilant attitude not only with regard to arrears but to the collection of current contributions:

Decides to appoint a Special Committee on Contributions, consisting of the following members, to deal with all matters that may arise in connection with the collection of contributions and to report to the Assembly at its eighteenth ordinary session:—

COUNT CARTON DE WIART (Belgium);  
 Sir Frederick PHILLIPS (United Kingdom);  
 M. C. J. HAMBRO (Norway);  
 M. Štefan OSUSKÝ (Czechoslovakia);  
 M. A. GUANI (Uruguay).

[Resolution adopted on October 10th, 1936 (afternoon).]

#### 14. ALLOCATION OF THE EXPENSES OF THE LEAGUE.

The Assembly approves for the years 1937, 1938 and 1939 the scale for the allocation of the expenses of the League annexed to the present resolution.

##### Scale of Allocation of League Expenses for 1937, 1938 and 1939.

States (French alphabetical order)	Units	States (French alphabetical order) <i>Brought forward</i>	Units
Afghanistan.. . . . .	1	Iraq.. . . . .	3
Union of South Africa.. . . . .	16	Iran.. . . . .	5
Albania.. . . . .	1	Irish Free State.. . . . .	10
Argentina.. . . . .	23	Italy.. . . . .	60
Australia.. . . . .	23	Latvia.. . . . .	3
Austria.. . . . .	10	Liberia.. . . . .	1
Belgium.. . . . .	19	Lithuania.. . . . .	4
Bolivia.. . . . .	2	Luxemburg.. . . . .	1
United Kingdom.. . . . .	108	Mexico.. . . . .	13
Bulgaria.. . . . .	4	Nicaragua.. . . . .	1
Canada.. . . . .	35	Norway.. . . . .	9
Chile.. . . . .	8	New Zealand.. . . . .	8
China.. . . . .	42	Panama.. . . . .	1
Colombia.. . . . .	5	Paraguay.. . . . .	1
Cuba.. . . . .	5	Netherlands.. . . . .	24
Denmark.. . . . .	12	Peru.. . . . .	5
Dominican Republic.. . . . .	1	Poland.. . . . .	32
Ecuador.. . . . .	1	Portugal.. . . . .	8
Spain.. . . . .	40	Roumania.. . . . .	19
Estonia.. . . . .	3	Salvador.. . . . .	1
Ethiopia.. . . . .	2	Siam.. . . . .	6
Finland.. . . . .	10	Sweden.. . . . .	19
France.. . . . .	80	Switzerland.. . . . .	17
Greece.. . . . .	7	Czechoslovakia.. . . . .	25
Guatemala.. . . . .	1	Turkey.. . . . .	10
Haiti.. . . . .	1	Union of Soviet Socialist Republics.	94
Honduras.. . . . .	1	Uruguay.. . . . .	4
Hungary.. . . . .	8	Venezuela.. . . . .	4
India.. . . . .	49	Yugoslavia.. . . . .	17
<i>Carried forward.. . . . .</i>	<i>518</i>	<i>TOTAL.. . . . .</i>	<i>923</i>

[Resolution adopted on October 10th, 1936 (afternoon).]

#### 15. COMPOSITION OF THE SUPERVISORY COMMISSION.

Whereas, in virtue of the second and third paragraphs of Article 1 of the Financial Regulations, the members of the Supervisory Commission retiring at the end of 1936—M. Osuský and M. Réveillaud—are not re-eligible;

Whereas, in their respective capacities of Chairman and Rapporteur of the Supervisory Commission, M. Osuský and M. Réveillaud have rendered inestimable services both to the Commission and to the League of Nations as a whole;

Whereas, by a decision adopted on October 3rd, 1930, the Supervisory Commission was requested "to deal with all future financial questions which may arise in connection with the new buildings";

Whereas the new buildings are not expected to be completed until 1937;

Whereas it is eminently desirable that, subject to the addition of a new member, the Supervisory Commission should continue, as at present composed, to perform the task entrusted to it by the 1930 Assembly;

Whereas some amendment of Article 1 of the Regulations for the Financial Administration of the League of Nations appears to be necessary in order that the Supervisory Commission shall at all times contain members having a sufficient practical experience of the financial administration of the League to ensure the continuity of the work of the Commission and the proper exercise by it of its task, while maintaining the principle of its renewal at regular intervals;

The Assembly decides:

(1) To suspend the operation of paragraph 3 of Article 1 of the Regulations for the Financial Administration of the League of Nations;

(2) To maintain the existing membership of the Commission until the end of the financial year 1937, while adding a further member to be appointed at the present session;

(3) To appoint a Committee of three members to consider what amendments it might be desirable to make in Article 1 of the Regulations and to report thereon to the Assembly at its next session.

*[Resolution adopted on October 10th 1936 (afternoon).]*

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On October 10th, 1936 (afternoon), the Assembly, in accordance with the terms of the above resolution, approved the following appointments proposed by the Fourth Committee:

Member of the Supervisory Commission:

M. BORIS STEIN (Union of Soviet Socialist Republics).

Members of the Committee entrusted with the duty of considering what amendments it might be desirable to make in Article 1 of the Financial Regulations:

M. Harri HOLMA (Finland),  
Mr. W. S. MORRISON (United Kingdom),  
Professor W. RAPPARD (Switzerland).

## 16. TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

### I.

The Assembly,

Noting the decision, adopted by the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs at its twenty-first session (May 18th-June 5th, 1936), and approved by the Council on September 19th, 1936, to continue the studies and the collection of documentary material relating to the control of the cultivation of the opium poppy with a view to convening at as early a date as possible a conference for the purpose of drawing up a convention for the limitation of this raw material;

Considering that the limitation of raw materials constitutes a decisive step in the campaign of the League of Nations against the abuse of narcotic drugs and a logical and necessary crowning of its efforts:

Recommends that all Governments shall furnish the Advisory Committee with every possible assistance in its preparatory work and particularly in the collection of the necessary information;

Invites the Governments of the producing countries to communicate, before January 31st, 1937, the information requested in the questionnaire addressed to them by the Advisory Committee;

Notes the decision of the Advisory Committee, as recorded in its report to the Council (document C.278.M.168.1936.XI), to examine at its next session the question of the creation of a Preparatory Committee for the purpose of establishing the principles which might serve as a basis for a convention;

Expresses the hope that the Advisory Committee will consider the possibility of holding preliminary conferences as soon as practicable: one conference to be attended by representatives of the countries producing raw opium, which export this product to drug manufacturing countries, and by representatives of these manufacturing countries; the other to be attended by representatives of the countries producing raw opium, which export this product to countries which have established a monopoly in respect of opium for smoking, together with the representatives of the monopoly countries;

Recommends that a general conference should meet as soon as practicable after these preliminary conferences;

Recommends that the preparatory work of the Advisory Committee and of the Secretariat shall be proceeded with as quickly as possible and should not be hampered by budgetary considerations.

## II.

The Assembly,

Noting with keen satisfaction the conclusion of the Convention of 1936 for the Suppression of the Illicit Traffic in Dangerous Drugs;

Considering that the universal application of the Convention is a necessary condition of its efficacy:

Recommends all Governments to take as soon as possible all such steps as may be necessary for the ratification of this Convention in order that it may promptly have its full effect.

## III.

The Assembly notes the report submitted by the Fifth Committee and adopts its conclusions (document A.63.1936.XI).

*[Resolutions adopted on October 8th, 1936 (afternoon).]*

### 17. TRAFFIC IN WOMEN AND CHILDREN.

#### I.

The Assembly,

Having taken cognizance of the present position regarding the Conference of Central Authorities in the East to be convoked in conformity with previous decisions of the Council and the Assembly of the League of Nations;

Noting that the Conference will be held in February 1937, and that, on the invitation of the Netherlands Government, which the Assembly records with appreciation, it will take place at Bandoeng, Java;

Noting further that the following Governments have agreed to participate in the Conference: the United Kingdom (Governments of Hong-Kong and Malaya), China, France, India, Japan, the Netherlands, Portugal, Siam and the United States of America (the last-named being represented by an observer);

Considering the importance to be attached to the following questions, forming the agenda of the Conference: closer collaboration between the central authorities in the East; migration so far as it affects traffic in women and children; closer collaboration between the authorities and private organizations; the employment of women officials by authorities responsible for the welfare of women and children in the East; the abolition of licensed or tolerated brothels in the East; and the position of women refugees of Russian origin in that part of the world who have become, or are in danger of becoming, prostitutes:

Approves the proposed agenda, which it considers practical and in conformity with the matters raised in the report of the Commission of Enquiry into Traffic in Women and Children in the East;

Expresses the hope that the important task of the Conference will be brought to a successful issue and that practical measures for combating traffic in women and children may result from its discussions;

And sends to the Conference a message of greeting and of good wishes for a successful conclusion to its work.

## II.

The Assembly takes note of the report submitted by the Fifth Committee and adopts its conclusions (document A.62.1936.IV).

*[Resolutions adopted on October 8th, 1936 (afternoon).]*

## 18. CHILD WELFARE

### I.

The Assembly,

Thanks the Advisory Commission for the Protection and Welfare of Children and Young People for the efforts it has made to improve the lot of children and young people;

Suggests that, in view to better co-operation between the Advisory Committee on Social Questions and other organizations dealing with different aspects of social questions, liaison should be established with other Commissions and Committees when questions likely to concern the Advisory Committee are being discussed.

### II.

The Assembly,

Attaches particular importance to the decision of the Advisory Committee on Social Questions to draw up at its next session a "scheme of study"—that is to say, a programme of work;

And is of opinion that one of the first points in its work should be a study of the more important solutions that have been found for the problem of the general organization of child welfare in various countries.

### III.

The Assembly,

Approves the interest displayed and the efforts made by the Advisory Committee on Social Questions in regard to the social aspect of the problem of nutrition, and,

Considering that the study of the welfare of children living in urban communities and in rural districts is in many respects connected with the problem of nutrition:

Is of opinion that the Advisory Committee should deal in greater detail with the social aspects of this question in co-operation with the Mixed Committee on the Problem of Nutrition, particularly from the point of view of child welfare;

Recommends the Advisory Committee to consider the utility of pursuing the study of these two questions, which supplement one another.

*[Resolutions and Recommendation adopted on October 10th, 1936 (morning).]*

#### 19. PENAL AND PENITENTIARY QUESTIONS.

The Assembly,

Having taken note of the Secretary-General's report on penal and penitentiary questions (document A.25.1936.IV):

Thanks the Governments for the reports that they have sent to the League this year (see document A.25.1936.IV), and requests them to continue to inform the League annually of any reforms that have been effected in their penal and prison systems;

Thanks the international technical organizations for their annual information on their work, and for their valuable co-operation in promoting the study of penal and penitentiary questions on international lines;

Instructs the Secretary-General to have recourse to the good offices of the International Penal and Penitentiary Commission asking it to institute, if necessary with the assistance of the League Secretariat, an enquiry

(a) Into the number of prisoners over eighteen years of age (separate figures being given for men and women) in the different countries at the nearest possible date to December 31st, 1936. By prisoners is meant persons deprived of their liberty (excluding those detained on account of mental or physical unfitness), whether

- (1) On remand, or awaiting trial,
- (2) Under judicial sentence, or
- (3) Detained and not included in the above categories;

Where possible, the figures should show the numbers of prisoners of each of these three categories;

(b) Into the measures taken in different countries during recent years with the object of reducing the number of prisoners.

*[Resolution adopted on October 10th, 1936 (morning).]*

#### 20. ASSISTANCE TO INDIGENT FOREIGNERS.

The Assembly,

Noting the work of the Committee of Experts on assistance to indigent foreigners and the execution of maintenance obligations abroad, at its second session in January 1936 (document C.94.M.37.1936.IV):

Thanks the Committee for its efforts to improve the position of indigent foreigners by framing a second draft multilateral Convention on the basis of the observations of Governments;

Asks the Governments to send the Secretary-General, in conformity with his Circular Letter 118.1936.IV, dated July 13th, 1936, their observations on this second draft Convention by January 1st, 1937;



Requests the Council to take cognizance of these observations, and in the light thereof to decide whether or not it will be desirable to convene the Committee of Experts to study and report on the observations communicated by Governments and to take any other or further action which may seem appropriate.

[*Resolution adopted on October 10th, 1936 (morning).*]

## 21. INTERNATIONAL RELIEF UNION.

The Assembly,

Having taken note of the report on the activities of the Executive Committee of the International Relief Union from January 1st to December 31st, 1935 (document A.26.1936.XII):

Expresses its gratification at the useful work done by that organization with a view to improving its means of action;

Emphasizes the value of the agreements concluded or contemplated with private organizations, as a method of increasing the efficacy of those means;

Expresses the hope that the Executive Committee of the Union may, thanks to the authority that the Union has acquired, continue to exert its beneficent influence;

And trusts that Governments will consider the possibility of intensifying the action of the International Relief Union by securing the appropriate co-operation.

[*Resolution adopted on October 10th, 1936 (morning).*]

## 22. MANDATES.

The Assembly,

Having noted the activity of the mandatory Powers, the Permanent Mandates Commission and the Council concerning the application of the principles laid down in Article 22 of the Covenant and in the texts of the mandates:

(a) Renews to them the expression of confidence voted by previous sessions of the Assembly, and pays a tribute to the results they have achieved thanks to a close and frank co-operation which it is essential to maintain;

(b) Expresses its profound regret at the disturbances which have been going on in Palestine since April 1936, hopes that order will be promptly restored, and has full confidence in the impartiality of the enquiry instituted by the mandatory Power;

(c) Expresses its appreciation of the efforts of the mandatory Power with a view to bringing forth the emancipation of Syria and Lebanon, has full confidence in its action to that effect, and hopes that the questions connected with the problem of emancipation will be equitably settled.

[*Resolution adopted on October 10th, 1936 (morning).*]

## 23. WORK OF THE INTELLECTUAL CO-OPERATION ORGANIZATION.

### 1. General Resolution.

The Assembly is glad to note that the activities of the Intellectual Co-operation Organization have been maintained and extended during the year 1935/36, despite circumstances which have often been very difficult, and that the programme carried out during the year, as well as that planned for 1936/37, is inspired by the constant desire to achieve work useful to the League of Nations, the States which belong to it, and intellectual workers themselves.

It approves the various reports which have been submitted to it, and particularly that of the International Committee on Intellectual Co-operation (document C.328.M.205.1936.XII) on the work of its eighteenth session, and that of the Governing Body of the International Institute of Intellectual Co-operation (document C.318.M.199.1936.XII), and thanks the Committee and the Governing Body for their systematic and persistent efforts.

The Assembly associates itself with the thanks offered by the International Committee on Intellectual Co-operation and the Council of the League of Nations to the Argentine, Hungarian and Spanish authorities and institutions for the generous assistance afforded by them to the work of intellectual co-operation on the occasion of the Buenos Aires and Budapest "Conversations" and of the ninth Permanent International Studies Conference held at Madrid.

In general, the Assembly warmly thanks the States which pay contributions to the International Institute of Intellectual Co-operation, thus giving a token of interest and confidence in its work, and affording the Institute moral encouragement and indispensable material assistance.

## 2. *Permanent Committee on Arts and Letters.*

The Assembly, noting the development of the "Conversations" organized by the Permanent Committee on Arts and Letters or under its auspices, and the interest evinced in these "Conversations" by a growing number of Governments, approves in its turn the proposal adopted by the Council on September 25th, 1936, to increase the number of members of that Committee from fourteen to eighteen, and inserts a supplementary credit of 5,050 Swiss francs for this purpose in the budget for the next financial period.

## 3. *Exact and Natural Sciences.*

The Assembly approves the programme of work prepared by the Committee of Scientific Experts, which met at Geneva on July 9th and 10th, 1936, hopes that it will be promptly carried into effect, decides to set up for this purpose the Permanent Scientific Committee requested by the experts, and, accordingly, decides that a supplementary credit of 10,000 Swiss francs be entered in the budget for the next financial year.

## 4. *Education.*

The Assembly, having noted the recommendation adopted on July 9th, 1936, by the Advisory Committee on League of Nations Teaching with regard to the proposal of the Swedish Broadcasting Corporation, recommended by the Ministries for Foreign Affairs of Denmark, Finland, Norway and Sweden, with a view, in particular, to the establishment of regular co-operation between the competent sections of the Secretariat on the one hand and the wireless broadcasting companies and adult education associations on the other, expresses the hope that the proposal will be carried into effect as soon and as widely as possible.

## 5. *Declaration on the Teaching of History.*

The Assembly hopes that the numerous States who have already approved the principles of the *Declaration on the Teaching of History*, adopted by the Assembly of the League of Nations at its sixteenth session, and since communicated to Governments by the Council of the League of Nations, will sign that document.

## 6. *Unemployment among Intellectual Workers.*

The Assembly, having taken cognizance of the plan prepared by the International Committee on Intellectual Co-operation to combat unemployment among intellectual workers:

Considers that the Committee's action in this sphere, conducted as arranged with the co-operation of the International Labour Office, may be of the greatest value to States;

Approves the measures proposed and requests the Governments to facilitate their application to the best of their ability.

#### 7. *Broadcasting and Peace.*

The Assembly expresses its satisfaction at the recent conclusion, under the auspices of the League of Nations, of an International Convention concerning the Use of Broadcasting in the Cause of Peace.

It is happy to note that this agreement was signed immediately on its conclusion by twenty States;

And hopes that the number of acceding Governments will increase as rapidly as possible, thus ensuring the maximum effectiveness to the Convention.

#### 8. *Fine Arts.*

The Assembly:

Asks the Secretary-General to transmit to the Governments the recommendations of the International Museums Office regarding International Art Exhibitions;

Expresses the hope, in this connection, that the competent national administrations will be guided in practice by the principles laid down in these recommendations.

#### 9. *Ethnographical and Historical Collection on the Origins of American Civilization.*

The Assembly,

Approving the resolution adopted by the International Committee on Intellectual Co-operation at its eighteenth session, regarding the plan for an ethnographical and historical collection on the origins of American civilization;

Having also taken cognizance of the revised plan submitted by Ambassador Levillier, which it approves subject to its acceptance by the International Committee on Intellectual Co-operation;

Having further been informed that the Governments of Ecuador, Mexico, Peru and Venezuela have offered to afford material support to the plan, that the Argentine Government offers to contribute a sum of 25,000 Argentine pesos per annum for the establishment of the collection, according to a plan and conditions of execution approved by it, and that the Faculty of Philosophy of Buenos Aires University has agreed to take charge of the Spanish edition:

Warmly thanks them for these generous contributions, and asks the Intellectual Co-operation Organization and its Executive Committee to examine, as soon as possible, the plan and the conditions in which it is to be executed. A special session of the Executive Committee, assisted by experts, should be held for this purpose, the costs to be defrayed out of the credits at the disposal of the Secretariat of the Intellectual Co-operation Organization for the current financial period.

The works are to be published in French and Spanish, under the supervision of the International Institute of Intellectual Co-operation in the case of the French edition, and of the Faculty of Philosophy of Buenos Aires University in the case of the Spanish edition.

The costs of the collection, which will serve as an intellectual link between America and the Old World, should be covered by the contributions already promised and by other contributions of Governments or institutions.

The Assembly urgently appeals to the Governments and institutions concerned to place the necessary funds at the disposal of the International Institute of Intellectual Co-operation.

10. *Intellectual Rights.*

The Assembly:

Notes that the International Institute of Intellectual Co-operation and the International Institute for the Unification of Private Law have fully carried out the task entrusted to them by the sixteenth Assembly as regards the bringing into line of the Berne and Havana Conventions on Authors' Rights;

Hopes that the texts prepared, in co-operation with Senator Antuña, President of the Inter-American Commission on Authors' Rights, will be approved both in Europe and America, and that the next revision of the Berne Convention will provide an occasion for the conclusion of a universal convention on authors' rights.

11. *Intellectual Co-operation Month at the 1937 Universal Exhibition.*

The Assembly, having been informed of the decisions taken by the International Committee on Intellectual Co-operation concerning the organization of various manifestations of intellectual co-operation in July 1937, at Paris, in connection with the Universal Exhibition of Art and Technique in Modern Life:

Warmly thanks the French Government and the General Commissioner of the Exhibition for their generous assistance;

Expresses the opinion that the proposed meetings are likely not only to make intellectual co-operation more widely known, but to give important results;

And, willingly acceding to the Council's wish, recommends these manifestations to the favourable attention of Governments, particularly the second General Conference of National Committees on Intellectual Co-operation, which should be attended by as large as possible a number of the representatives of these Committees.

12. *International Educational Cinematographic Institute.*

The Assembly approves the resolution of the International Committee on Intellectual Co-operation concerning the International Educational Cinematographic Institute's work. It once more emphasizes the importance of the rôle assigned to that Institute by the Convention on the international circulation of films of an educational character, and expresses the hope that Governments would make full use of this Convention in encouraging exchanges of educational films likely to contribute to mutual comprehension between peoples.

13. *The League of Nations and Modern Means of spreading Information utilized in the Cause of Peace.*

The Assembly,

Emphasizing once more the desirability of developing international co-operation and mutual understanding between nations;

Having regard to the rapid contemporary development of the technical means of disseminating information;

And considering that this development increases the possibilities of furthering the mutual exchange between nations of information relating to their respective institutions and cultures:

(1) Is of opinion that this question might well be the subject of discussion at the next ordinary session of the Assembly;

(2) To this end, invites the International Committee on Intellectual Co-operation to draw up, after such consultations as they may deem appropriate, detailed suggestions to form the basis of the Assembly's discussions;

(3) And further invites the Secretary-General to report on the above-mentioned technical means of spreading information at the disposal of the competent sections of the Secretariat in order that the Assembly may consider at its next ordinary session whether such means are adequate or whether their further development is desirable.

*[Resolutions adopted on October 10th, 1936 (morning).]*

## 24. INTERNATIONAL ASSISTANCE TO REFUGEES.

### I.

The Assembly,

Having examined, in the light of verbal explanations, the reports of the Acting President of the Governing Body of the Nansen International Office (document A.27.1936.XII) and of the High Commissioner for Refugees coming from Germany (document A.19.1936.XII);

Having taken into account the recommendations of the Committee for International Assistance to Refugees:

Thanks the Committee for its valuable report (document C.2.M.2.1936.XII), and Judge Hansson and Sir Neill Malcolm for the work which they have done during their term of office.

### II.

The Assembly,

Having weighed the many elements in the refugee problem;

Having noted that, in pursuance of previous decisions of the Assembly and in conformity with the recommendations of the High Commissioner for Refugees coming from Germany, the organizations created by the League of Nations on behalf of refugees will terminate at the end of 1938;

Having taken account at the same time of the continuing difficulties of this problem and of the importance of ensuring as soon as possible a uniform regime of legal protection for the refugees:

Recommends the Governments concerned to adopt the Convention of October 28th, 1933, relating to the international status of refugees (document C.650(1).M.311(1).1933) and the Provisional Arrangement of July 4th, 1936, concerning the status of refugees coming from Germany (document C.362.M.237.1936.XII);

Recommends also that Governments concerned should participate in the negotiation of a Convention for the protection of the refugees from Germany;

Considers, further, that the Assembly should, at the latest at its ordinary session in 1938, determine the general principles which, after that year, should govern the attitude of the League towards the refugee problem as a whole.

### III.

The Assembly:

Is happy to note that Governments have in certain cases been able to extend to refugees in their territories more liberal treatment than is provided for in the relevant international agreements, and having heard, with appreciation, the declaration made by the French delegation regarding recent measures adopted by the French Government in respect of refugees (legal status, joint committees, labour permits);

Expresses the hope that all Governments will adopt as liberal an attitude as possible towards refugees in their territories;

Notes, on the other hand, that serious difficulties have been created by the practice adopted in certain countries of withdrawing protection from their nationals abroad; and

Expresses the earnest hope that this practice may be discontinued.

#### IV.

The Assembly takes the following decisions in respect of the Nansen International Office and the High Commissioner for Refugees coming from Germany:

##### *Nansen International Office.*

The Assembly:

Has taken note of the previous decision of the Assembly that the Nansen Office should be liquidated within a specified time and according to fixed budgetary rules, and, in execution of this decision:

(1) Decides to appoint, until December 31st, 1938, a President of the Governing Body of the Nansen Office entrusted with the following duties:

(a) To carry on the administration of the Office, in accordance with the existing statute, until it has been liquidated, and to organize the activities of the Office during the period of liquidation, with the help of the technical services of the League of Nations;

(b) To draw up at an early date and, if possible, to submit to the Council at its session in May 1937 a detailed scheme for the liquidation of the Nansen Office; in any event, the report should be in the hands of Governments before July 31st, 1937, in order that the scheme may be considered at the next ordinary session of the Assembly;

(c) To make recommendations, in time for consideration by the Assembly at its ordinary session in 1938, on the best method of allocating the tasks undertaken by the Office up to the date of its liquidation in the light of the situation existing at that time;

(2) Notes the recommendations of the Acting President in regard to the settlement of different categories of refugees, especially those relating to the transfer of Armenian refugees to Erivan and to the position of the Armenian refugees settled in Syria;

Approves, while accepting the reservations made by the Fourth Committee, an additional grant of 200,000 Swiss francs to the Nansen International Office for the purpose of facilitating the transfer and settlement in South America of Saar refugees residing in France;

(3) Recommends that the following proposals of the Acting President should be brought to the notice of Governments for careful consideration:

(a) The encouragement, so far as circumstances permit, of the naturalization and absorption of refugees in countries in which they have been resident for many years;

(b) The issue of surcharged postage-stamps to assist the Nansen Office in its work;

(c) The general application of the principles of the Franco-Belgian Agreement of June 30th, 1928.

##### *Refugees coming from Germany (Jewish and Other).*

The Assembly decides that a High Commissioner shall be appointed until December 31st, 1938, for the purpose of liquidating, so far as possible, the problem of refugees coming from Germany, and that the High Commissioner's duties shall include, in particular, the following:

(1) As regards the improvement of the legal status of refugees: to approach Governments in order to obtain their accession to the Provisional Arrangement of July 14th, 1936, and to prepare an intergovernmental Conference for the adoption of an international convention on the status of these refugees;

(2) As regards questions of emigration and final settlement: to encourage initiative on the part of private organizations; to support such initiative by negotiations with the Governments of the countries of refuge; and, if necessary, to have definite plans for colonization and emigration studied on the spot, in agreement with the Government concerned;

(3) To maintain contact with the various private organizations, in particular through the Liaison Committee of an international character which has already been set up;

(4) To submit an interim report to the Assembly at its next ordinary session, and, at its session of 1938, to present a report on the situation of the refugees at that moment, and on the progress made towards the final solution of the problem, and definite proposals in regard to the future.

The Assembly decides to grant, for the administrative expenses of the High Commissioner for the year 1937, a sum of 82,500 Swiss francs.

## V.

The Assembly,

Having taken note of the report of the Governing Body of the Nansen International Office for the year ending June 29th, 1936:

Expresses appreciation at the satisfactory results of the general application of the Nansen stamp system in France, and hopes that a similar practice will be adopted in all countries;

Again urges Governments not to expel refugees until they have obtained entrance visas for another country;

Requests the Governments of the immigration countries to continue to co-operate with the Office by informing it of the possibilities of settlement in their territories; and

Recommends Governments to consider the advantage of capitalizing their expenditure on refugees and of placing such funds at the disposal of the Office for the settlement of refugees.

## VI.

The Assembly,

In order to give effect to the provisions of resolution IV above:

(1) In accordance with Article 6 of the Statute of the Nansen International Office for Refugees, appoints Judge Hansson as President of the Governing Body of the Office until December 31st, 1938, and grants him a credit of 5,000 Swiss francs for representation allowance for the year 1937;

(2) Requests the Council to appoint, in the course of its present session, a High Commissioner for the Refugees coming from Germany (Jewish and other), until December 31st, 1938.

*[Resolutions and recommendations adopted on October 10th, 1936 (afternoon).]*

\* \* \*

On October 10th, 1936, the Council appointed Major-General Sir Neill MALCOLM, High Commissioner for Refugees (Jewish and Other) from Germany until December 31st, 1938.

25. APPLICATION OF THE PRINCIPLES OF THE COVENANT OF THE LEAGUE OF NATIONS AND PROBLEMS CONNECTED THEREWITH.

The Assembly,

Recalling its recommendation of July 4th, 1936, and its resolution adopted on October 8th, 1936:

Adopts the foregoing report (document A.83.1936.VII); and

Decides to set up the committee proposed in this report to study all the proposals which have been, or may be, made by Governments regarding the application of the principles of the Covenant and the problems connected therewith.

On the basis of this study, the committee will prepare a report, as soon as possible, indicating the definite provisions, the adoption of which it recommends with a view to giving practical effect to the above-mentioned recommendation of July 4th, 1936.

This report shall be submitted to the Governments of the States Members of the League of Nations to serve as a basis for the decisions to be taken in this matter.

The committee shall be authorized to propose a special session of the Assembly, should it consider it advisable to do so.

*[Resolution adopted on October 10th, 1936 (morning).]*

26. COMMISSION OF ENQUIRY FOR EUROPEAN UNION.

The Assembly,

Having consulted its General Committee on the procedure to be followed with regard to the question appearing on the agenda for the session as Item 6(a) (Commission of Enquiry for European Union):

Notes that circumstances have been such that the Commission has been unable to meet since the last session;

And decides, such being the case, to renew the mandate of the Commission of Enquiry for European Union for the coming year and to place the question on the agenda for the next session of the Assembly.

*[Resolution adopted on October 8th, 1936 (afternoon).]*

27. APPOINTMENT OF A SPECIAL MAIN COMMITTEE FOR THE QUESTION OF THE APPLICATION OF THE PRINCIPLES OF THE COVENANT OF THE LEAGUE OF NATIONS AND PROBLEMS CONNECTED THEREWITH.

The Assembly,

Acting upon the recommendation adopted by the Assembly on July 4th, 1936;

Having regard to the replies of the Governments of the Members of the League to the invitation extended to them in pursuance of that recommendation;

Having regard to the statements that have been made concerning the application of the principles of the Covenant during the general discussion;

Considering that among the problems which arise out of the question of the application of the principles of the Covenant, and which must therefore be covered by the enquiry into that subject, mention should be made of the problem, already considered by the League, of harmonizing or co-ordinating the Covenant with other treaties of a universal tendency aiming at the pacific settlement of international disputes—that is to say, the Treaty for the Renunciation of War, signed at Paris on August 27th, 1928, and the Treaty of Non-Aggression and



Conciliation, signed at Rio de Janeiro on October 10th, 1933, on the initiative of the Argentine Republic, which treaties fall within the scope of Article 21 of the Covenant and, like the Covenant, are designed to ensure the maintenance of peace;

Considering that another problem already envisaged by the League of Nations is also connected with the question of the application of the principles of the Covenant—namely, the prohibition, in virtue of the provisions of the Covenant, of the supply of arms and war material to belligerents—a problem the study of which was entrusted by the Council to a Special Committee, which suspended its work owing to the fact that the Assembly was also dealing with the question of the application of the principles of the Covenant:

Decides to set up a Special Main Committee of the kind provided for in Rule 14 of the Rules of Procedure for the question of the application of the principles of the Covenant and all problems connected therewith, the Committee to report to the Assembly and submit its recommendations to the latter on the manner in which the study of these problems should be pursued.

[Resolution adopted on October 8th, 1936 (afternoon).]

**REPORT**  
**OF THE**  
**CANADIAN DELEGATES**  
**TO THE**  
**EIGHTEENTH ASSEMBLY OF**  
**THE LEAGUE OF NATIONS**

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**GENEVA**

**13th September - 6th October, 1937**



**OTTAWA**  
**J. O. PATENAUDE, I.S.O.**  
**PRINTER TO THE KING'S MOST EXCELLENT MAJESTY**  
**1938**

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# Report of the Canadian Delegates to the Eighteenth Assembly of the League of Nations

OTTAWA, December 15, 1937.

TO HIS EXCELLENCY

THE GOVERNOR GENERAL IN COUNCIL:

The undersigned delegates, appointed to represent Canada at the Eighteenth Ordinary Session of the Assembly of the League of Nations, have the honour to report that the Assembly met at Geneva from September 13 until October 6, 1937. The Sessions were held, from September 28 to the close, in the new Assembly Hall of the Palace of the League. Fifty-two of the fifty-seven States Members of the League were represented; those which did not nominate delegates being Ethiopia, Guatemala, Honduras, Italy, and Salvador.

The Canadian delegation consisted of the Honourable Raoul Dandurand, Senator, the Honourable James L. Ilsley, Minister of National Revenue, and the Honourable Vincent Massey, High Commissioner for Canada in the United Kingdom. Mr. W. A. Riddell, Dominion of Canada Advisory Officer accredited to the League of Nations, acted as substitute delegate. The Secretariat was composed of Mr. Jean Désy, Counsellor of the Canadian Legation, Paris, Mr. Paul E. Renaud, and Mr. Alfred Rive, Secretaries, Canadian Advisory Office, Geneva.

The proceedings of the Assembly were, in accordance with precedent, opened by the President of the Council, M. Juan Negrin, delegate of Spain. In his inaugural address, M. Negrin said that he would not speak of the situation in his country, but would simply offer the Assembly a greeting from Spain, which preserved an undimmed faith in the ideals of the League of Nations. He described the international situation as being one of unexampled gravity for all, signatures being no longer binding, or being binding only up to a point determined by the signatory himself. Once absolute, treaties were becoming relative, and often inoperative. This relativity would be the rule to-morrow, unless a way were found to stop the impunity with which the principles underlying every international community based on law and embodied in the League Covenant were being violated. The Assembly was about to draw up a program for the future. He hoped that its deliberations and resolutions would bear witness to the resolve of the States represented that international relations shall be governed by the principles of the League Charter—good faith and respect for Covenants.

## ORGANIZATION OF THE ASSEMBLY

His Highness the Aga Khan, delegate of India, was elected President of the Assembly. M. Motta, President of the Swiss Confederation, was elected Honorary President. The ballot for Vice-Presidents resulted in the election of the first delegates of the United Kingdom, France, U.S.S.R., Poland, Turkey, and the Irish Free State.

After the adoption of the Agenda, the Assembly set up the following Committees, under the Chairmen named, to deal with the various subjects coming before it:—

First Committee (Constitutional and Legal Questions)

M. Politis (Greece)

Second Committee (Economic and Financial Questions)  
M. Osusky (Czechoslovakia)

Third Committee (Disarmament)  
M. Holsti (Finland)

Fourth Committee (Administrative and Budgetary Questions)  
M. Guani (Uruguay)

Fifth Committee (Social and Humanitarian Questions)  
Countess Apponyi (Hungary)

Sixth Committee (Political Questions)  
M. Santos (Colombia).

A General Committee or Bureau entrusted with the general direction of the work of the Assembly was set up, composed of the following officers of the Assembly:—

The President of the Assembly  
The Vice-Presidents of the Assembly  
The Chairmen of the six standing Committees  
The Chairman of the Agenda Committee  
The Chairman of the Nominations Committee  
The Chairman of the Credentials Committee

*Representation of Canada on the Committees:*

The Canadian delegation was represented on the Committees as follows:—

<i>First Committee</i>	<i>Fourth Committee</i>
The Hon. Raoul Dandurand	The Hon. Vincent Massey
Mr. Jean Désy	Mr. P. E. Renaud
<i>Second Committee</i>	<i>Fifth Committee</i>
The Hon. James L. Ilsley	Mr. W. A. Riddell
Mr. W. A. Riddell	Mr. Alfred Rive
<i>Third Committee</i>	<i>Sixth Committee</i>
The Hon. Raoul Dandurand	The Hon. Raoul Dandurand
The Hon. Vincent Massey	The Hon. James L. Ilsley

The Honourable James L. Ilsley and Mr. W. A. Riddell were elected Vice-Chairmen of the Second and the Fifth Committees, respectively, and were called upon to preside over several meetings of those Committees.

**GENERAL DISCUSSION ON THE WORK OF THE LEAGUE**

In accordance with precedent, the Assembly discussed in plenary session the annual report of the Secretary-General on the work of the League. No part of the report this year was given more attention than the reform of the Covenant and the chapters devoted to the situation in Spain and Palestine.

The discussion was opened by Mr. Edwards (Chile), who devoted his statement exclusively to the question of the revision of the Covenant and the problem of the universality of the League. He suggested that non-Member States be at once invited to set forth their views on the measures which might induce them to co-operate with the League Members in the work for peace. If there were any justification for saying that it was not possible to consult non-Member States without giving them some general bases, no such justification now existed

in view of Lord Cranborne's report analyzing the three types of League that might be contemplated—a coercive League, a non-coercive League or a conditionally coercive League.

Mr. WELLINGTON KOO (China) called the attention of the Assembly to the situation in his country. He explained the nature and extent of the Japanese aggression, the scope and the purpose of the policy which had inspired it, its menace to law and order in international relations, its dangers to the peace of the world and the general nature of the action which, in the view of the Chinese Government, should be taken by the League.

As to what should be done by the League he said:—

“For one thing this policy of continued armed aggression in flagrant violation of international law and treaty obligations should be clearly denounced. . . . For another thing, the illegal blockade of the coast of China jeopardizing the established rights of navigation and commerce should be expressly repudiated. It is the thin end of the wedge against the time-honoured principle of the freedom of the seas. Furthermore, I hope that the horrors of deliberate and indiscriminate bombing from the air by the Japanese warplanes of Chinese and foreign non-combatants in disregard of the sanctity of civilian life have not escaped your attention and that every voice in this Assembly will be lifted to condemn its practice.”

With regard to the procedure to be followed, Mr. Wellington Koo mentioned three possibilities:—

“The Chinese Government has formally appealed to the Council, invoking Articles X, XI and XVII of the Covenant. It is now for the Council to decide whether to proceed itself to consideration and action at once, to lay the question before the Assembly at the same time, or to refer it first to the Advisory Committee on the Sino-Japanese conflict set up by the Assembly on February 24, 1933.”

General TANCZOS addressed, on behalf of Hungary, a fervent appeal to the Committee of Twenty-eight, which is studying the question of revising the Covenant, to investigate closely and minutely all those provisions of the Covenant under which preventive and pacific action may be taken by the League. At the last Ordinary Assembly, he had drawn attention to the importance of Article 19 (Revision of Treaties) in the mechanism of the Covenant. In view of that importance, he could not but regret that no document concerning that Article had yet been published by the Committee. The impossibility of useful action by the League in the role of mediator as long as it had not the power to make proposals for a solution which would include a modification of the *status quo*, touched, in the opinion of the Hungarian delegation, upon the core of the problem.

The Foreign Minister of Egypt, Wacyf BOUTROS-GHALI Pacha made a statement strongly opposing the partition of Palestine. He claimed that partition could not be reconciled with the natural and sacred rights of the Arabs, for the latter could not be expected to acquiesce, as the Royal Commission's report suggested that they should, “in the exclusion from their sovereignty of a piece of territory, long occupied and once ruled by them.” It was a contradiction of the undertaking given by Great Britain to guarantee the independence of the Arabs. It would not solve the problem of peace in Palestine, nor settle the world Jewish problem. It would create two small hostile States lacking in substance and with no possibility of a permanent existence. It would set up a State based on religion, and that State would be composed of individuals belonging to different nationalities. As an alternative solution, the Egyptian delegate suggested the conclusion of a treaty between the United Kingdom and Palestine, on the model of the treaties signed with the other Arab countries.

Similar views were put forth by the delegate of Iraq, M. Tawfik el SWAIDY.

M. NEGRIN (Spain) submitted a resolution to the Assembly asking that the question of the situation in Spain be referred to the Sixth Committee. In making this request he traced the origin of foreign intervention back to the collusion of the Spanish insurgents with foreign sympathizers. He alleged that but for the foreign intervention of the so-called totalitarian States—Germany, Italy and Portugal—the rebellion would have been crushed in a few weeks.

Without denying the exalted motive which led the Governments of the Western democracies to take a decision intended to spare Europe the disaster of a general war, he considered that, unintentionally, the promoters of Non-Intervention enhanced the effect of Italian and German intervention by another form of intervention, which consisted in tying the Spanish Government's hands and preventing them from obtaining freely the war material necessary to put down the rebellion. He made a vigorous appeal for ending the policy of non-intervention which, he said, had now completely failed.

M. Negrin concluded by making the following requests:—

- (1) That the aggression of Germany and Italy in Spain be recognized as such.
- (2) That, in consequence of this recognition, the League examine as rapidly as possible the means by which that aggression may be brought to an end.
- (3) That full rights once more be given to the Spanish Government freely to acquire all the war material it may consider necessary.
- (4) That the non-Spanish combatants be withdrawn from Spanish territory.
- (5) That the measures to be adopted for security in the Mediterranean be extended to Spain, and that Spain be granted her legitimate share in them.

The subject was referred by the Assembly to the Sixth Committee.

M. Delbos (France) assured the Assembly that France is unanimous in her belief that the surest hope of a harmonious and peaceful world is to be found in the Covenant. Experience and reason showed that, if the Covenant had been accepted and practised by all, the problem of peace would have been solved. The French Government could not believe that conciliation is impossible between even the most different countries and the most divergent forms of Government.

Mr. Eden (United Kingdom) placed before the Assembly the views of the Government of the United Kingdom towards armaments, the wars in Spain and in China and economic problems. The United Kingdom Government were prepared as ever to seek settlement of disputes by peaceful means. They were also prepared to join in an international agreement for the reduction and limitation of armaments, but until such agreement could be reached, they were determined to authorize such expenditure as might be necessary for their own defence and that of the territories of the British Commonwealth of Nations, as also for the fulfilment of their international obligations. So far, however, as collective action was concerned they must take account of the extent to which co-operation was forthcoming from those States, whether Members of the League of Nations or not, whose aid was known to be indispensable.

With regard to Spain, Mr. Eden said that non-intervention, which had so far been the Government's policy, was not being observed but that it would be dangerous if it came to an end. He admitted, however, that the present situation was equally dangerous. He also defended the recent Nyon Arrangement and said that it provided for reconsideration by the United Kingdom

and French Governments. Regarding China, Mr. Eden said that the Assembly had been deeply moved by Mr. Wellington Koo's appeal, and that the hope of co-operation among the Far Eastern countries, once strong, had now been dashed, and in place of hope there was only the fear of untold suffering to millions and of a heavy blow to trade and prosperity.

Turning to economic matters, he said, that they were convinced that an agreement on a most-favoured-nation basis between the United Kingdom and the United States for the reduction of their customs duties would be one of the most effective steps they could take in the interests of the whole world. Mr. Eden then commented at some length upon the conclusions of the League Raw Materials Committee, offering to enter into discussion for an abatement of particular preferences in non-self-governing colonial territories where these could be shown to place undue restrictions on international trade.

Mr. Bruce (Australia) expressed the view that in the present Sino-Japanese conflict the League should base its action on Article 11 (Conciliation) rather than on Articles 12-16 (Sanctions) and that accordingly the Council should arrange for a Conference of the Powers most vitally concerned in the position in the Far East, whether Members of the League or not, with a view to such a Conference getting in touch with the countries concerned in the dispute and endeavouring to arrange some settlement or concerting such measures as might be necessary and practicable.

M. Litvinoff (Union of Soviet Socialist Republics) said that he could not admit the argument that the League was powerless unless universal, and that aggression could be successfully combated only if League Members co-operated with the aggressor himself. Such co-operation had failed in the case of Spain. The Spanish question, he said, was withdrawn from the League of Nations, and transferred to the specially created London Committee for so-called non-intervention, in order to secure the co-operation of the principal authors of the Spanish tragedy, who cannot bear the spirit of Geneva. The results of this experience are known to everyone. Agreements were signed—immediately to be broken; resolutions were adopted—to be honoured by non-observance; schemes and plans were worked out—to be sabotaged and frustrated.

What was wanted, M. Litvinoff went on to say, was not universality, but that those who take part in any international organization or conference, whatever the difference between their national interests, should be united by a common universal idea binding them together, such as the idea of peace, the idea of respecting the integrity and independence of all peoples, the idea of outlawing force as an instrument of national policy, the idea which lies at the foundation of the Covenant of the League of Nations and the Pact of Paris.

M. Antonesco (Roumania), speaking as President in office of the Little Entente, said that the Covenant in its present form possesses all the elasticity required to meet the needs of international community. The Covenant, supplemented by the Statute of the Permanent Court of International Justice, the Optional Clause and the General Act, contained all the obligations necessary to ensure stability and peace. Hence it was not the reform of the Covenant that should be contemplated but the means for giving full efficacy to its present provisions.

M. Cantilo (Argentine Republic) proposed the adoption by the Assembly of the following draft declaration which he had just submitted to the Committee set up to study the Application of the Principles of the Covenant for its opinion:

Whereas the covenants of a universal tendency aiming at the pacific settlement of international disputes, by which the States Members and non-Members of the League of Nations are mutually bound, such as the Treaty for the Renunciation of War signed at Paris on August 27, 1928, and the



Treaty of Non-Aggression and Conciliation, signed at Rio de Janeiro on October 10, 1933, on the initiative of the Argentine Republic, are designed, like the League Covenant, and in accordance with Article 21 thereof, to ensure the maintenance of peace;

And whereas the Inter-American Conference for the Consolidation of Peace, which met at Buenos Aires on December 1, 1936, on the initiative of President Roosevelt, was actuated by the desire to supplement and strengthen the League's efforts to prevent war;

The Assembly declares that:

In the event of war or of a threat of war, the League shall take such measures and shall establish such contacts as may be necessary to associate in its efforts for the maintenance of peace those States which are not Members of the League, but are mutually bound by the above-mentioned covenants, the common aim of which is to maintain peace.

M. Cantilo explained to the Assembly in what spirit his Government conceived this draft declaration, what it considered to be the sense and scope of the declaration and the importance it attached to its adoption by the Assembly.

"By adopting it," he said, "the Assembly, while not affecting the Covenant, but rather taking into account above all the identity of the objects in view, will be extending its horizon and creating for the future wider possibilities of peaceful co-operation; while bringing together all the countries that are united by the supreme idea of peace, it will thereby do much to serve the ideal of universality that has been so often evoked and invoked."

The proposals submitted by Mr. Edwards and M. Cantilo on behalf respectively of Chile and the Argentine were favourably commented upon and supported by the spokesmen of the other Latin American Members of the League of Nations.

#### *Elections to the Council*

The three non-permanent seats on the Council, made vacant by the retirement of Chile, Spain and Turkey on the expiration of their three years' term of office, were filled during the Session by the election of Belgium, Iran and Peru. Spain and Turkey had submitted requests for re-eligibility. By votes taken by secret ballot the Assembly decided not to declare these Members re-eligible at the present elections.

### FIRST COMMITTEE

#### (Constitutional and Legal Questions)

##### *Status of Women*

The question of the status of women in all its aspects was put on the Assembly's Agenda by a joint request from fifteen Governments—namely, those of Albania, Bolivia, Bulgaria, China, Colombia, Cuba, Czechoslovakia, Ecuador, Finland, Haiti, Latvia, New Zealand, Turkey, the Union of Soviet Socialist Republics and Yugoslavia.

The discussion indicated clearly that the status of women is not a question which one can hope to see settled for all countries by the adoption of a simple and all-embracing formula. Although some speakers were inclined to consider that it would ultimately become possible to secure general acceptance for an international convention on the subject, no delegation proposed that the League should at present attempt to have such a convention negotiated under its

auspices, and certain delegations declared that, in the opinion of their Governments, the status of women was so essentially a matter of domestic jurisdiction that it ought not to be considered as falling within the field of action of the League at all. Other delegations felt that, at the present stage, legislative progress may be co-ordinated as the result of League action.

The Canadian Delegate, Senator Dandurand, said that the Canadian Federal Government granted women, within those spheres which fell within its jurisdiction, the rights and privileges enabling them to take their share in political life. Women had the right to vote and were eligible for election. There were two women members in the House and two women representatives in the Senate. The Federal Parliament had incorporated in its legislation the provisions of the Hague Nationality Convention. Canadian constitutional law reserved to the provinces civil law, municipal law, provincial electoral law, and the regulations governing admission to the professions. Accordingly the Canadian Government was not in a legal position to express an opinion on the general application of the principle of equality with respect to the status of women.

It was finally decided to submit to the Assembly a draft resolution providing for a comprehensive and scientific inquiry into "the legal status enjoyed by women in the various countries of the world as the result of the provisions of national law and the application of those provisions." This inquiry will be under the control of a Committee of Experts of both sexes appointed by the Council.

On the completion of the proposed inquiry, the League will be in possession of an objective picture of the actual legal position of women. The publication of such a comprehensive survey should be of assistance to Governments and to all organizations and persons interested in the problem. The First Committee expressed the hope that the study could be completed in three years. On its completion, the Assembly will be absolutely free to consider taking further steps in the matter.

Two aspects of the status of women are excluded from the scope of the contemplated survey, namely, matters which the Assembly has already formally recognized as belonging to the competence of the International Labour Organization, and questions of nationality, on which the Assembly has already taken decisions which the Committee considers it should maintain. It is not, however, intended that the survey should not contain such general information regarding the nationality of women as may be necessary to complete the picture which it is intended to give.

#### *Unification of Private Law*

At the joint request of the delegations of the United Kingdom, Roumania, and Switzerland, the First Committee prepared for adoption by the Assembly a report on the work of the International Institute for the Unification of Private Law, which has its headquarters at Rome, showing the collaboration between the Institute and the organs of the League in such matters as the law on the civil liability of motorists, on international loans, assistance to indigent foreigners, the enforcement of maintenance obligations abroad and intellectual rights.

#### *Contributions of certain former States Members*

By a letter of 23rd September, the Fourth Committee submitted to the First Committee a number of questions relating to the position with regard to the contributions of three States which have withdrawn from membership of the League of Nations, namely, Honduras, Nicaragua, and Paraguay.

The problem was whether the withdrawal of a State Member of the League could become effective, on the expiry of the two years' notice mentioned in Article 1, of the Covenant in two cases (Honduras and Nicaragua) in which an arrangement had been concluded whereby the amount of the contributions in arrears was to be reduced and payments become due after the expiry of the notice of withdrawal, and in a third case, in which the State concerned (Paraguay) had not paid all its contributions to the League and had not concluded an arrangement for the consolidation of its arrears.

It was decided that Honduras could be permitted to continue to pay instalments on consolidated contributions for seventeen years after leaving the League. It was further decided, in the case of Nicaragua, that the Assembly could grant a reduction of debt to a State which has given notice of withdrawal. The withdrawal of such a State can become effective at the end of the period of two years, although it has not then paid off its debt in full. It was not found practicable to reach a definite conclusion with respect to Paraguay for the present.

## SECOND COMMITTEE

(Economic and Financial, Communications and Transit and Health Questions)

On the proposal of the French delegation the Honourable James L. Hsley was elected Vice-Chairman.

The Second Committee had before it a number of documents and reports relating to economic and financial questions, including certain sections of the report of the Secretary-General on the work of the League during the past year, the Economic Survey for 1935-36, the reports of the Economic and Financial Committees, the Committee of Experts for the Study of the Problem of Raw Materials and some sections of the report of the Mixed Committee on Nutrition.

A large number of delegates took part in the extended discussion which ensued, the general tone of which may be said, on the whole, to have reflected the improvement in trade and economic conditions which has taken place since the last Assembly. Several speakers however, expressed regret that this improvement had not been more general and that the improvement in international trade had lagged behind domestic trade and production. The influence of the report of the Mixed Committee on Nutrition was evident, a number of delegates referring to the problem of raising the standard of living and expressing the opinion that any measures to this end would be reflected in a concomitant improvement in economic conditions and trade. References were made to the resolution of the Seventeenth Assembly made after the Tripartite Declaration of France, the United Kingdom and the United States of America during the sittings of the Assembly in September 1936. It was felt that although there was evidence that many Governments had been trying to put into practice the policy expressed in that resolution, of "determined and continuous action to re-establish world trade and to promote a state of economic relations generally, with a view to promoting the growth of prosperity and the improvement of the standard of living" it was still far from being fully or generally applied.

During the same debate a number of speakers referred to the report of the Committee for the Study of the Problem of Raw Materials. It was noted that, except for certain minor impediments of an ephemeral or inconsequential nature, no problem of commercial accessibility to raw materials existed as such, that difficulties in the way of certain countries securing raw materials were entirely difficulties of payment. The Second Committee recommended that the Economic and Financial Committees should study the report and the recommendations therein contained with a view to recommending to the Council at a later date specific measures to implement the recommendations of the Committee.

The continuation of the work of the Financial and Economic Committees looking towards the betterment of world trade conditions was also recommended and the Committee expressed the opinion that in dealing with this question and others of a similar nature in which the financial and economic aspects were closely linked, the two Committees should continue a close collaboration. The suggestion was made by the Australian delegation that an expert should be specially appointed to take charge of such work and to co-ordinate all the activities of the Committees and the Secretariat along this line but it was decided eventually by the Committee that, rather than make such a specific recommendation, the question of means of achieving the desired co-ordination should be left in the hands of the Council.

### *Exchange Controls and Clearings*

The reports before the Second Committee gave little evidence of a general freeing of the currencies from exchange controls and raising of the restrictions on foreign payments which had been hoped for by the Seventeenth Assembly. Indeed the Committee noted as many examples of further restrictions as there were of removal. The only favourable sign was the conclusion of various bilateral clearing agreements, which at least help to settle some old debts and to promote what is, in many cases, virtually a barter trade. Such bilateral agreements received only the qualified approval of the Committee as it was felt by many of the delegates that they inevitably result in the creation of artificial trade between countries and that their contribution to the betterment of world trade conditions generally must be regarded as doubtful.

### *Nutrition*

The Second Committee also reviewed the work done in the field of nutrition by the League organization and in particular the report of the Mixed Committee on the Problem of Nutrition. This report has been completed after two years' intensive work by the Mixed Commission, the technical organizations of the League and a number of international organizations and individual experts. It is a comprehensive study as the title, "The Relation of Nutrition to Health, Agriculture and Economic Policy," indicates.

The Second Committee decided to recommend to the Assembly that the attention of all Governments should be called to this report and expressed the hope that Governments would afford it the greatest possible publicity. It also expressed the hope that Governments which have not already set up national committees on nutrition will give consideration to doing so.

With a view to maintaining interest in this important subject, the Committee also recommended that the Council should arrange for annual meetings of representatives of national nutrition committees and suggested that Governments should furnish to the League annual reports on the action taken by them in the field of national nutrition. It was further recommended by the Committee that the Secretariat of the League should publish an annual summary of the information received from Governments and of the proceedings of the proposed annual meetings of representatives of national committees, and that the work of the technical organizations on the subject of nutrition should be continued.

### *Urban and Rural Housing*

The Second Committee held an extended discussion on the subject of housing and related questions, such as urban and rural planning, national planning, public works, communications, slum clearance, sanitary measures, etc. Some time was also taken for discussion of the methods of financing such activities by Government and local authorities. It was noted that an increasing number of countries have realized the necessity of adopting a housing policy which will take into account the many factors involved.

The scope of the work already undertaken by the League and the International Labour Organization to assist co-operation among Governments has comprised a program of studies by the Health Organization and by the Economic and Financial Organization, the former having chiefly to do with standards of hygiene for various climates and regions, and the latter in relation to the cyclical character of building activity. The Communications and Transit Organization has also been studying the question of standards in construction, and has made a general survey of national public works. All of this work will be co-ordinated by the forthcoming International Public Works Commission set up under the auspices of the International Labour Organization. Further studies are contemplated.

The Committee noted with approval the progress made in this work and recommended the following plan of studies to supplement those already completed or in progress:

1. An international study of the methods employed in various countries for improving housing conditions, with special reference to the cost involved and results obtained, granted the objects in view;

2. A study of the relationship between the activity of the building industry and general economic activity;

3. Studies with a view to making recommendations concerning statistical methodology:

(a) Of methods for estimating the future housing needs;

(b) Of methods employed in collecting the statistics relating to actual housing accommodation;

(c) Of methods employed in compiling building statistics;

(d) Of methods employed in the statistics of building costs, prices, etc.

The following questions should, in the opinion of the Committee, be studied by the Economic and Financial Organization in collaboration with the International Labour Office:

1. National and international methods to be employed for raising the standard of living.

2. Measures to avert economic depressions or lessen their severity.

3. Improvements in agricultural credit systems.

4. Tendencies likely to affect monetary systems.

5. The growth of the indebtedness of States, local authorities and public undertakings.

6. The suppression of fiscal evasion.

### *Health Work*

The Second Committee reviewed the year's work of the Health Committee and of the Health Section of the League. The time available did not permit a full discussion of all the various health activities of the League. Those who spoke in committee on the report of the Health Committee devoted themselves chiefly to one or another of the important aspects. In this way the work of the Health Committee, in collaboration with other agencies of the League, on such questions as rural and urban housing, nutrition and narcotics was rapidly reviewed.

It noted with satisfaction the increasing number of countries which have set up national health committees to advise and assist Government and local Government agencies and private organizations interested in public health and to collaborate with the Health Organization of the League. The hope was expressed that this tendency will continue.

The Second Committee approved the proposal of the Health Committee to proceed with a study of the question of physical fitness. This study will proceed along the lines adopted in the study of the problem of nutrition, to which it is closely related. Experts from a number of countries will be asked to co-operate.

The Second Committee also noted the report of the Inter-governmental Conference on Rural Hygiene which had just met in Java and recommended to the Council that it should be brought to the attention of Governments. Satisfaction was expressed that a similar Conference of American countries will be held in Mexico City during the coming year.

The Committee reviewed briefly the technical work of the Health Organization, including the progress made in biological standardization and the unification of pharmacopoeias and took note of the work done in the Far East, particularly by the Eastern Bureau at Singapore and the Epidemiological Intelligence Service, and that as part of the League's technical collaboration with China, in combatting disease and epidemics and generally improving sanitation and hygiene.

For the future, the Committee urged the energetic prosecution of the work already in hand relating to maternal welfare, which was undertaken as a result of a decision of the Seventeenth Assembly.

Two other decisions taken and approved by the Assembly were the calling of a European Conference on Rural Life in 1939 and the extension to the Near East of the service combatting epidemic and other widespread diseases.

#### *Communications and Transit*

Before taking up the study of the work of the Communications and Transit Section and of the Advisory and Technical Committee, the Second Committee reviewed the situation as regards the constitution of the Communications and Transit Organization, which is in process of being reformed to bring it into conformity with the rules governing League Committees adopted in 1936.

Consideration was then given to the work in progress in the section, particularly that on the relation of road, rail and inland water transport. Information is now being received from Governments and a report on the problems arising from the competition of these three forms of transport and on the possibilities of co-ordinating them is hoped for before the next Assembly.

Mention has already been made of the work of the Communications and Transit Organization on the question of national public works, particularly as a means of dealing with unemployment. The Second Committee noted with approval that this study was being continued in collaboration with the International Labour Office. Note was also taken of the technical work done in collaboration with a large number of international organizations such as the International Hydraulic Conference and the International Commission for Air Navigation and a large number of others.

The Committee had some discussion of the Draft Convention regarding the Pollution of the Sea by Oil. Certain difficulties which still remain to be settled were commented upon and the hope was expressed that general agreement among Governments might soon be obtained.

The opinion of the Communications and Transit Committee endorsed by the Council that the present time was not suitable for pressing forward with the work of calendar reform and the fixing of movable feasts was noted and the decision of the Council to remove this question from the agenda met with the approval of delegates who, however, expressed regret that this was necessary, in view of the undeniable economic and social advantages which would accrue from calendar reform.

In conclusion the Committee reviewed the work of the League Wireless Station for the year, and that part of the technical collaboration with China in the hands of the Communications and Transit Organization, especially questions of the improvement of transport and the education and training of native engineers for China.

### THIRD COMMITTEE

(Disarmament Questions)

The Third Committee held two meetings at which it reviewed the work done during the year on the subject of the reduction and limitation of armaments.

The Committee agreed with the opinion expressed by the Bureau of the Disarmament Conference at its meeting on May 31, 1937 that the general political and economic situation is not at present such as to ensure the success of a resumption of the work on all the questions forming part of the Conference's program. It noted, however, that the Bureau considered, none the less, that among the drafts framed by the Conference the one concerning publicity for national defence expenditure and the working of an organ of supervision and co-ordination would, under certain conditions, be a suitable subject at the present stage for an agreement which would represent a first step. Accordingly, the Committee proposed that the Assembly should recommend the conclusion of an international convention on these two subjects.

As regards the problem of the national supervision of the manufacture of and trade in arms, the enquiry entrusted to the Secretariat by the Bureau is still in progress. The Third Committee proposed that the Assembly recommend to the Members of the League, each in so far as it is concerned and to the extent that this has not already been done, to examine the possibility of adopting internal measures with a view to the effective supervision of the manufacture of and trade in arms, ammunition and implements of war, on the basis of the work done by the Special Committee of the Disarmament Conference.

The Third Committee also noted with satisfaction the communications by the United Kingdom delegation regarding action recently taken by that country in the field of publicity for naval armaments and in particular the entry into force of the London Naval Treaty of 1936 and the conclusion of the Anglo-German and Anglo-Soviet Agreements.

The delegation of Finland emphasized the desirability of doing everything possible to expedite the entry into force of the 1930 Convention on Financial Assistance and particularly of considering the possibility, by an amendment of Article 35 of the Convention, of enabling its entry into force to be independent of that of a general Disarmament Convention.

### FOURTH COMMITTEE

(Budgetary and Administrative Questions)

#### *Closed Accounts for 1936*

After taking cognizance of the report submitted to it by the Auditor, and of various observations on the accounts by the Chairman of the Supervisory Commission, the Fourth Committee decided to recommend to the Assembly the adoption of the accounts for 1936 of the Secretariat, the International Labour Organization and the Permanent Court of International Justice in the form in which they were submitted.

The most striking change in these accounts as compared with the situation prior to 1936 was found to be the effect of the devaluation of the Swiss franc. Owing to this devaluation the expenditures of the League and the obligations of the States Members in terms of gold francs have been considerably reduced. For a number of States, including Canada, this means a reduction of contributions in terms of their own currencies.

A second satisfactory factor noted by the Committee was the surplus of 5,592,101 gold francs for the year 1936, arising from administrative savings, profit on contributions paid after the devaluation of the Swiss franc and in improvement in the collection of contributions. This amount of its budget received by the League for the year 1936 was over 102 per cent. This included the amount received by way of contributions in arrears.

The Commission decided to propose to the Assembly to allocate the available surplus as follows:—

Refund to Members of the League.....	1,875,394·37	gold francs
New Wings to the International Labour Office....	27,491·72	Swiss francs
Renovation account .....	1,000,000·00	“ “
Estate account .....	3,000,000·00	“ “
Guarantee Fund .....	250,000·00	“ “
Reserve Fund .....	977,241·29	“ “

### *Financial Situation of the League*

The financial position of the League was examined by the Fourth Committee and satisfaction was expressed that it was found to be sound, the reserves intact, the accounts balanced and the estimates for the coming year more or less the same as the preceding ones.

### *Expenditure Budget for 1938*

As passed by the Fourth Committee, the Expenditure Budget for 1938 totalled 32,273,251 Swiss francs. This sum was divided as follows:—

	Swiss francs
Secretariat .....	15,929,331
International Labour Organization .....	8,335,272
Permanent Court of International Justice.....	2,894,516
Permanent Central Opium Board.....	124,064
Nansen International Office for Refugees.....	207,109
Buildings at Geneva.....	1,584,000
Pensions .....	1,713,791
Settlement of the Assyrians of Iraq.....	300,000
High Commissioner for Refugees coming from Germany.....	73,168
Fund at the disposal of the Supervisory Commission for Expenditure resulting from Currency Depreciation.....	1,040,000
High Commissioner of the League at Danzig.....	72,000
<b>Total .....</b>	<b>32,273,251</b>

Owing, no doubt, to the stabilization of the expenditure budget of the main organizations at figures which are approximately the same as those for 1937, the discussion of the ordinary credits this year was less exhaustive than usual.

The question of refunding the reduction in salaries of officials made by the 1932 Assembly was postponed until next year by a majority vote which revealed a strong difference of opinion among the delegates, some being of the opinion that these salaries were not high enough to attract desirable candidates to the League service, others that they were more than adequate. This difference of opinion seemed largely a result of comparisons being made by each delegate with salaries in his own country. The Secretary-General, the Director of the Labour Office and the representative of the Supervisory Commission, however, were of the opinion that the salary scale was inadequate to attract first-rate personnel particularly from overseas countries, now that the depreciation of the Swiss franc has been added to the 10 per cent cut.

The International Labour Office has recently been forced to make large expenditures as a result of more frequent consultations and conferences and an increase in the size of conferences. Further, additional and new inquiries have been undertaken into a number of technical questions requiring the assistance of experts. The Organization has, however, taken its share in the large reduction of the burden of States Members, the unit proposed for 1938 in the draft budget being 6,328 gold francs as against 7,196 in 1936. This decrease is of course



particularly due to the contributions of three States non-Members of the League who are members of the International Labour Organization as well as to the devaluation of the Swiss franc.

The Fourth Committee granted all the requests for supplementary credits made by the various Assembly Committees but one, namely the one for the publication of a League of Nations Review of Social Questions. The Fourth Committee decided to wait until the next Assembly before reaching any decision on the credit requested for that publication.

The request for funds in order to assist the Chinese authorities in the immediate organization of anti-epidemic measures had been made by the Council at its meeting on 1st October.

### *Contributions*

In submitting the estimates, the Secretary-General observed that the gradual decrease in contributions, or, at all events, their maintenance at as stable a level as possible, constituted a feature of the present financial policy of the League. As an illustration he submitted the following table, which shows that the unit of contribution has steadily declined since 1934:—

	Gold francs
1934 . . . . .	30,432
1935 . . . . .	30,294
1936 . . . . .	28,777
1937 . . . . .	23,060
1938 (on the basis of the draft budget) . . . . .	22,450

The marked decrease, as from 1937, is, of course, due to the devaluation of the Swiss franc.

Canada is responsible for 35 of the units into which the League budget is divided for the purposes of contribution, and on that basis her contribution for 1938 will amount to 780,114.2 gold francs present value.

The present scale for the allocation of expenses will cease to be in force on December 31, 1939. In these circumstances, the next Assembly should reconstitute a body to consider the question anew in 1939. Considering that it would be desirable to begin the preliminary consultations forthwith, the Fourth Committee decided to request the Secretary-General to ask the Governments to communicate to him any suggestions calculated to help the 1938 Assembly, and such bodies as that Assembly may set up, to determine the future scale. The principal data hitherto taken into account comprise the population, production, trade and banks, transport and budgets of States.

## FIFTH COMMITTEE

### (Humanitarian and Social Questions)

#### *Social Questions*

The Fifth Committee adopted this year the procedure followed by the new Advisory Committee on Social Questions and presented a single report to the Assembly covering the organization and methods of work of the Advisory Committee, Child Welfare and Traffic in Women and Children. As a basis for discussion the Committee had before them a note by the Rapporteur with reference to those subjects which had been dealt with by the Advisory Committee during the year. These included: The question of the *Training of Social Workers*, a problem to which the Advisory Committee has given a great deal of attention as it has been found in most countries that while there are many who are willing to assist in social and welfare work, there are few who have the background necessary for the most efficient service; the question of the *Publication of a Bulletin* to give up-to-date information on the work of the Advisory Committee; *the creation of a special League of Nations Bureau in the Far East*;

(this had been requested by the Conference at Bandoeng); *the strengthening of relations between the Committee on Social Questions, the International Labour Office, the Health Committee and the International Cinematograph Institute.*

### *Training of Social Workers*

The representative of Sweden gave a summary of experience in that country where it had been found that it was essential that all amateur methods should be avoided and more and more social workers were being trained in the universities. The main institute for this purpose was attached to a university and in seventeen years it had more than justified its existence. Following a discussion the Committee approved of the decision of the Advisory Committee to place on its agenda the Question of the training of people engaged in social work.

Other subjects mentioned for study by various delegates included holiday camps, youth hostels and the question of family desertion.

Speaking on the development of the Social Work of the League, the Canadian Delegate, Mr. Riddell, said as a member of the Committee appointed by the League Council to look into the work of the various League Committees with a view to reorganization, he had been specially interested in the reform of the Advisory Committee. The number of members had been increased, and they might expect that the places which were still vacant would soon be occupied by experts from countries having a special interest in social questions. The readjustment had meant a greater degree of unity in the Committee and that was a guarantee of increased activity. Its program, too, had been unified. No one could fail to be favourably impressed, he thought, by a mere enumeration of the various questions with which the Committee was to deal. He regretted, however, that no proposal had been brought forward for adding to the strength of the Social Section. Obviously, it was on the personnel of that Section that the success of the Advisory Committee finally depended.

### *Child Welfare*

The Committee noted the complete summary prepared by the Information Centre of the reports of the different Governments on child welfare. In this connection the Committee noted that the activities of the Secretariat as an Information Centre for matters connected with child welfare had been greatly developed and that the Centre was now beginning to fulfil the purposes assigned to it by the Assembly. The Committee also noted with satisfaction that the Advisory Committee, acting on the suggestion of the Seventeenth Assembly, had decided to adopt as one of its first subjects of study the administration and organization of welfare work among the young.

The Committee took cognizance of the study completed this year on neglected and delinquent children, and expressed the hope that the information obtained should receive the fullest publicity. The work done on the question of the cinema and young people and on the question of special films for children and young people was reviewed but it was decided to discuss it at the Nineteenth Assembly on the basis of a fully documented report which it is expected the Advisory Committee will have completed by that time. A further study which the Fifth Committee hope may be completed and ready for discussion in 1938 is that on the placing of children in homes. The Advisory Committee have had this in hand for some time. The decision of the Advisory Committee to proceed with a study of the illegitimate child also met with approval.

### *Prostitution*

A number of delegates noted with approval the tendency to pass from regulation to suppression in dealing with this problem and in this connection reference was made to the draft convention for the suppression of the exploitation

of prostitution now before Governments. Satisfaction was also expressed at the progress in legislation and the receipt of further ratifications of the relevant conventions.

The last in the series of conventions, that for the suppression of the exploitation of prostitution, now in draft form, was discussed by the Committee. This convention is based on abolitionist principles, which are not in conformity with the regulationist system in certain countries. It is hoped to be able to secure the adhesion of regulationist countries to this convention by permitting a declaration at time of signature that the signatory accepts the convention in principle and will endeavour to amend its legislation in conformity within the next few years.

### *Reports by Governments*

The Committee found unsatisfactory the position as regards reports by Governments on Traffic in Women and Children and on Obscene Publications, and noted that in spite of previous appeals only fourteen Member States and two non-Member had submitted reports for 1935-36.

The Committee also noted that the inquiry into measures of rehabilitation of prostitutes is nearing its final stage and that the sections on the antecedents of prostitutes and of the part played by social institutions in the treatment of venereal disease will be issued soon.

In conclusion the Committee reviewed the work of the Conference of Central Authorities in Eastern Countries which was held in Bandoeng in February, 1937, under the auspices of the League of Nations, in particular the Conference's proposal for the establishment of a Far Eastern Bureau as a centre on information on the traffic in women and children in the Far East and as a centre for co-ordinating the repressive work of the authorities. The Committee expressed itself unanimously in favour of the creation of such a Bureau.

The Committee agreed with the suggestion of the Advisory Committee that the Social Questions Section should periodically issue a review of the work of the League in the social field, and suggested that an appropriate title for such a review might be "The League of Nations Review of Social Questions"

### *Assistance to Indigent Foreigners*

The Committee took note of the present position as regards the second draft multilateral convention relating to assistance for indigent foreigners, and noted the decision of the 98th Session of the Council to refer the draft and the observations from Governments upon it to an expert committee for further study. Hope was expressed that the work would be done as soon as possible and that the conclusion of a convention might be expedited.

### *Traffic in Opium and Other Dangerous Drugs*

The Committee considered under this heading questions relating to the conventions on this subject and then turned to a study of the situation in the Far East and the question of preparatory work for a conference to consider the possibility of limiting and controlling the cultivation of the opium poppy and the production of raw opium. A number of delegates spoke on these subjects and on the Far Eastern situation, among them the Canadian representative, Mr. Riddell, who said that his country, with ports on the Atlantic and the Pacific coasts, found it necessary to exercise constant vigilance against the entry of narcotic drugs. The Narcotic Division of the Department of National Health of Canada had in recent years secured important convictions, striking more particularly at ringleaders of gangs, and heavy sentences had been imposed.

The most important problem now, as for some years past, arose from the situation in the Far East. That situation had never been worse. Recently an important conspiracy had been detected for the shipment of large quantities of

morphine into Vancouver. The importations were effected by the crews of Japanese ships. Information had been sent to the Japanese Government and the Japanese authorities had taken action. He would point out, however, that, whereas in Canada sentences had been imposed on the offenders of up to seven years' imprisonment, the corresponding sentences in Japan had not exceeded two months' imprisonment. Such sentences could not be considered adequate.

The Canadian Government was convinced of the necessity of limiting the production of raw materials. These materials, if produced in excess, inevitably found their way into illicit traffic. He need hardly assure the Committee that the Canadian Government would co-operate wholeheartedly in any efforts which might be made with a view to increasing existing safeguards in this field.

With regard to the proposed convention the Committee noted that the preparatory work would be done by the Advisory Committee, sitting as a special committee for this purpose, and that it might call in representatives of producing countries not already on the Committee and any other experts whose presence might be deemed useful.

The Committee noted that the situation in the Far East had been aggravated in those parts of China under Japanese domination. The Chinese representative charged that the exportation of, and the illicit traffic in, narcotics was a deliberate policy of the Japanese Government.

#### *Penal and Penitentiary Questions*

The Committee reviewed this phase of its work under five heads: (1) Treatment of Prisoners. (2) Enquiry into the number of prisoners. (3) Collaboration with technical organizations. (4) Treatment of witnesses and persons awaiting trial. (5) Position of aliens released from prison.

The League Secretariat now has information relating to the treatment of prisoners received from some forty Governments and relating to the application of the standard minimum rules drawn up by the International Penal and Penitentiary Commission. The Committee expressed satisfaction at the progress in the adoption of these rules by Governments and the hope that it would continue. With regard to the enquiry into the number of prisoners which has been undertaken by the International Penal and Penitentiary Commission in response to the request of the Seventeenth Assembly, the Committee noted that the work was well in hand, and called upon Governments which had not yet done so to supply the necessary information to the Commission as soon as possible.

The Committee then reviewed the reports on the work of the year submitted by the following organizations which collaborate closely with the League in this field:

- The International Penal Law Association;
- The International Bureau for the Unification of Penal Law;
- The International Penal and Penitentiary Commission;
- The International Criminal Police Commission;
- The Howard League for Penal Reform.

The Committee's attention was drawn by a number of delegates to the question of the treatment of witnesses and persons awaiting trial and decided upon a full discussion of the subject at a future meeting. The Committee therefore asked the Assembly to instruct the Secretary General to collect the advice and suggestions of the seven international organizations which collaborate in this work (the five mentioned above together with the International Law Association and the International Penal Law Union) as to measures which might be taken for the protection of witnesses and persons awaiting trial against the use of violence or any other forms of physical or mental constraint.

The attention of the Committee was drawn to the position of aliens released from prison, which is frequently such that they are unable legally to secure work in the country and are driven to further crime, or, if as usual in some countries they are deported at the expiration of their sentence, they may find themselves without legal status and unable honestly to earn a living. The Committee observed that this was a question which could only be dealt with by international action and decided to ask the Seventh International Conference for the Unification of Penal Law, which will meet in Cairo in January, 1938, to inscribe this question on its agenda and to ask the Secretary General to report to the Nineteenth Assembly on the results obtained.

#### *International Relief Union*

The Committee had before it the report of the International Relief Union on the work of the past year, noted the progress made in this work and expressed the hope that it might be extended still further by the accession of other Governments to the Union.

### SIXTH COMMITTEE

#### (Political Questions)

The Sixth Committee held eleven meetings at which it discussed the problems arising from the situation in Spain, the questions of mandates, international assistance to refugees, intellectual co-operation and means of spreading information at the League's disposal. The question of minorities which took such an important place in past Sessions of the Committee did not appear this year on its agenda.

#### *Situation in Spain*

The Committee devoted two meetings to the consideration of the proposals formulated by the Prime Minister of Spain on 20th September (See page 6 *supra*).

The arguments in favour of the adoption of these proposals were put forward by the Spanish Foreign Minister, M. Alvarez del Vayo. The speaker referred to the Spanish Government's note of 15th September, 1936, to the Powers signatory to the Non-Intervention Agreement and the Special Supplement No. 165 of the Official Journal of the League of Nations, which reproduces the substance of official documents which had belonged to Italian units operating on the front of Guadalajara, as constituting a complete evidence of the aggression of Germany and Italy against a State Member of the League of Nations. He concluded that, faced with the irrefutable fact of aggression, the least that the Assembly could do was to recognize that fact and to put an end to a situation in which the aggressor was given every facility for consummating his crime, whereas obstacles of all kinds were piled up against the legitimate defence. Once the so-called non-intervention policy had failed, it was urgent to proclaim that Members of the League were bound in their relations with the Spanish Government to allow them to buy the arms they required.

The debate which followed showed that the Committee was divided, some delegations maintaining that the non-intervention policy still retained its value and others that the League's duty was to take positive action on behalf of Spain. It was finally decided to set up a drafting Committee to prepare a resolution which would take into account the desires of Spain, the speeches that had been delivered and the situation as a whole.

The drafting Committee submitted a resolution which represented a compromise between the various points of view. It read as follows:

The Assembly:

(1) Associates itself with the Council in recalling that it is the duty of every State to respect the territorial integrity and political independence of other States—a duty which, for Members of the League of Nations, has been recognized by the Covenant;

(2) Affirms that every State is under an obligation to refrain from intervening in the internal affairs of another State;

(3) Recalls the special undertakings entered into by the European Governments, and the London Non-Intervention Committee which, in the intention of the countries to whose initiative it owes its origin, was set up for the purpose of restricting the Spanish conflict and thereby safeguarding peace in the rest of the world;

(4) Regrets that not merely has the London Non-Intervention Committee failed, despite the efforts of the majority of its Members, of which the Assembly expresses its appreciation, to secure the withdrawal of non-Spanish combatants taking part in the struggle in Spain, but that it must to-day be recognized that there are veritable foreign army corps on Spanish soil, which represents foreign intervention in Spanish affairs;

(5) Observes that the Council in its resolution of May 29 last justly described this withdrawal as "the most effective remedy for a situation, the great gravity of which, from the standpoint of the general peace, it feels bound to emphasize, and the most certain means of ensuring the full application of the policy of non-intervention";

(6) Sincerely trusts that the diplomatic action recently initiated by certain Powers will be successful in securing the immediate and complete withdrawal of the non-Spanish combatants taking part in the struggle in Spain;

(7) Appeals to the Governments, which must all be animated by the desire to see peace maintained in Europe, to undertake a new and earnest effort in this direction;

And notes that, if such a result cannot be obtained in the near future, the Members of the League which are parties to the non-intervention agreement will consider ending the policy of non-intervention;

(8) Requests the Council, in view of the provisions of Article 11 of the Covenant of the League, to follow attentively the development of the situation in Spain and to seize any opportunity that may arise for seeking a basis for a pacific solution of the conflict.

In the Sixth Committee, Mr. de Valera (Irish Free State) proposed that the passage of the resolution suggesting that, failing the withdrawal of non-Spanish combatants, "the Members of the League which were parties to the Non-Intervention Agreement would consider ending the policy of non-intervention," should be deleted or at least amended by a statement that, if such a result were not obtained, the Non-Intervention Agreement should come up for review. The policy of the Irish Government was one of non-intervention, and they proposed to continue that policy which they regarded as the best course in their own interest and that of Spain.

M. de Velics (Hungary) suggested re-drafting the paragraph referring to the presence of foreign troops in Spain to read: "It must to-day be recognized that there are veritable foreign armed *units* on Spanish soil *on both sides.*"

The representatives of France, the United Kingdom and the Soviet Union appealed to the Committee to adopt the draft as it stood.

On being put to a vote, the draft resolution was adopted without opposition, the delegates of the Union of South Africa, Austria, Bulgaria, Hungary and Portugal abstaining.

### *Mandates*

The Committee took note of the work done by the Mandatory Powers, the Permanent Mandates Commission and the Council in applying the principles laid down in Article 23 of the Covenant and in the texts of the mandates. It paid a tribute to the results they had achieved thanks to their close co-operation.

Most of the delegations which took part in the discussion laid particular stress on the importance and the complexity of the Palestine problem at present before the Council which is the competent authority to deal with the matter. Views of the highest interest were put forward, not only on the political, legal and humanitarian aspects of the Palestine question as such, but also on the problem of the situation of the Jewish population in several European countries. It was agreed that the studies at present being carried out by the competent authorities should in no way prejudice the settlement of the problem, and that opinions as to its substance remained reserved.

The Committee expressed its conviction that the problem of Palestine will be equitably settled, account being taken to the fullest possible extent of the views expressed in the Committee and of all the legitimate interests at stake.

### *Intellectual Co-operation*

The Sixth Committee noted with satisfaction that the work of the League and affiliated organizations in the field of intellectual co-operation showed continued development and progress. It was pointed out in the Committee, however, that better mutual understanding among the peoples of the world is the dominant aim of intellectual co-operation and that there are a great variety of promising ways of setting about the task, all of which should be exploited. While congratulating the League and the Institute of Intellectual Co-operation on the work done, a number of delegates expressed the hope that the program of work for the future might be steadily expanded.

The reports of the International Institute and of the Governing Body, which the Sixth Committee had before it were more numerous and varied than ever before. The year has been marked by a gathering during the "International Co-operation Month" at Paris of representatives of almost all the important institutions of the world which are associated in this work. The Sixth Committee is of the opinion that this had been a great success and should be repeated from time to time.

Thanks largely to a subsidy from the Rockefeller Foundation it will be possible to continue a number of international studies of which the most important, which will be in progress during the next two years, is that concerned with Economic Policies in Relation to World Peace.

The Committee also discussed the question of the future organization and financial support of the work of Intellectual Co-operation. The general feeling seemed to be that Governments should be urged to set up and encourage National Committees and to contribute to the support of the International Organization. Eighteen Governments have already contributed or expressed their willingness to do so.

The draft resolutions submitted to the Assembly by the Sixth Committee embodied the views referred to above.

The Committee also discussed the status of the Declaration Concerning the Teaching of History embodied in the resolution of the Seventeenth Assembly of 10th October, 1936. Noting that a number of Governments had expressed themselves, in principle, prepared to abide by the terms of the Declaration, it decided that additional clauses should be added to the Declaration to enable it to be signed by Governments and registered by the League, after the manner of a Treaty or Convention.

Attention was also given to the question of the rules and practice governing archaeological excavations, and the Assembly was asked by the Sixth Committee to instruct the Secretary-General to transmit to Governments the rules drawn up by the International Excavations Conference.

Attention was also devoted to the work for an ethnographical and historical collection on the origins of American Civilization and gratitude expressed to the Governments whose financial contributions have made it possible.

#### *Means of Spreading Information in the Cause of Peace*

Also in connection with the review of the work of Intellectual Co-operation, the Sixth Committee discussed the question of the Means of Spreading Information in the Cause of Peace which had been referred to the International Committee by the Seventeenth Assembly. As a result of this request the Sixth Committee this year had before it a number of recommendations relating to Cinematography and Broadcasting.

In connection with Cinematography, the Committee decided to make a number of recommendations to the Assembly relating to the circulation of educational films. It was felt that it would be desirable to have a study made of customs tariffs and other legislation affecting the importation of such films into the various countries. Arrangements will be made for this study. At the same time the Committee urges that Governments give every possible consideration to facilitating the entry of films of this class.

The further development of National Institutes of Educational Cinematography to co-operate with the International Institute was also discussed. The possibility of importing and developing educational films of a class especially designed to develop international understanding and assist the cause of peace was regarded by the Committee as especially worthy of study.

With regard to broadcasting the Committee noted that there were still a number of Governments which had not signed or ratified the Convention on the Use of Broadcasting in the Cause of Peace and recommended that these Governments be approached. The Committee then discussed various means by which broadcasting could be put to more effective use and agreed that some of the steps which might be taken at once would be the preparation of lists of persons in the various countries competent to give broadcasting talks in the languages of other countries and the development of a lending library of gramophone records of talks suitable for broadcasting.

#### *Intellectual Rights*

Questions of patent and copyright come before the Sixth Committee every year as part of the work of Intellectual Co-operation. This year, again, the question of a universal agreement for the protection of intellectual rights was discussed. The Committee noted that the Pan-American Union had officially communicated to the Governments of the American Continents the texts of two draft World Conventions and that it was the intention of the Belgian Government to circulate to Governments a memorandum prepared in collaboration with the International Institute of Intellectual Co-operation. As a result of the discussion which ensued the Committee recommended to the Assembly that the International Institute of Intellectual Co-operation and the International Institute for the Unification of Private Law at Rome be invited to consider the observations which may be received from Governments and to formulate definite proposals for a World Conference. It expressed the hope that the Belgian Government would find it possible at an early date to convene two Conferences for the revision of the Berne Convention and the framing of a universal Convention.



### *International Assistance to Refugees*

The Sixth Committee had before it a number of documents relating to the work of Assistance to Refugees, including the reports of the Governing Body and the President of the Governing Body of the Nansen Office, the report of the High Commissioner on Refugees from Germany, a report on the observations of Governments on the liquidation of the Nansen Office and a proposal from the Norwegian Government that a decision in principle be taken as to the carrying on of the work of Assistance to Refugees after the liquidation of the Nansen Office.

With regard to the general question of refugees, the Sixth Committee made a number of recommendations to the Assembly, which included the suggestion that the Assembly should request Governments, in dealing with refugees, not to expel any who had not yet acquired permission to enter and stay in another country and in general to regularize the position of refugees against whom expulsion orders have been issued; further, not to apply instructions governing foreign labour to refugees and to take the necessary steps to facilitate the absorption of refugees into the economic life of the country. Other recommendations related to the agreements concerning Assistance to Refugees, the situation of Armenian refugees in Erivan, and of Russian refugees in Shanghai. These recommendations were embodied in resolutions which were adopted by the Assembly.

The Committee also discussed extensively the situation regarding German refugees and proposed that the Secretary-General should summon early in 1938 an inter-Governmental Conference for the adoption of an International Convention for the benefit of refugees coming from Germany. It further expressed the hope that such a Conference would be able to adopt a definition of refugees which will permit the extension of assistance to "stateless persons coming from Germany" under the agreement of 4th July, 1936.

With regard to the question of liquidation of the Nansen Office, the Committee found a sharp division of opinion among its members. The proposed draft resolution confirmed the previous decision instructing the President of the Governing Body of the Nansen Office to arrange for the effective and complete liquidation of the Office, and noted that the mandate of the High Commissioner for refugees coming from Germany would come to an end on 31st December, 1938, in accordance with the Assembly's previous decision. It decided, however, to continue without interruption for a specified period the work carried on up to the present under the auspices of the League for assistance to refugees, and further decided that the whole of the work of assistance to refugees should be re-examined at a later date to be fixed upon by the 1938 Assembly. In conclusion the resolution recommended that the Assembly should instruct the Secretary-General to draw up a detailed plan of action for the work of assistance to refugees after December, 1938, and to submit this scheme to Governments for their observations. This resolution passed in Committee by twenty-seven votes for, one against and one abstention, the contrary vote being that of the Union of Soviet Socialist Republics.

### APPROVAL OF THE REPORTS AND DRAFT RESOLUTIONS OF THE ASSEMBLY COMMITTEES

With the exception of the draft resolutions on refugees and Spain, all the Assembly Committees' reports and draft resolutions were approved in plenary session of the Assembly without discussion.

### *International Assistance to Refugees*

As regards the third draft resolution on refugees, which related to the continuance of the League's work in that field, the delegation which refused to support the resolution in the Sixth Committee intimated that it proposed to

vote again against it in the Assembly. Owing to the unanimity rule, this one vote was sufficient to prevent the resolution being given effect. Faced with this situation, four delegations—those of Belgium, Czechoslovakia, France and the Netherlands—proposed to the Assembly an alternative text referring the problem to the Council, with a view to its preparing a plan for international relief work for refugees on the basis of which the Assembly would be called upon to take a decision next year. On being put to a vote by roll-call, the text submitted by the four delegations was unanimously adopted, twenty-two delegations abstaining. The Canadian delegation voted in favour of the proposal.

### *Spain's Appeal*

In plenary session the draft resolution of the Sixth Committee on the situation in Spain was not adopted as the Albanian and Portuguese delegates voted against it thus destroying the required unanimity.

The vote was taken by roll-call. Four delegations, those of the Dominican Republic, Liberia, Luxemburg and Siam did not attend the meeting, so the number of voters was 48. There were 32 votes for the resolution, two against and 14 abstentions.

The following delegations voted for:

Afghanistan, Australia, Belgium, United Kingdom, CANADA, China, Colombia, Czechoslovakia, Denmark, Ecuador, Egypt, Estonia, Finland, France, Greece, Hayti, India, Iran, Iraq, Latvia, Lithuania, Mexico, Netherlands, New Zealand, Norway, Poland, Roumania, Spain, Sweden, Turkey, Union of Soviet Socialist Republics and Yugoslavia.

Those abstaining were:

Union of South Africa, Argentine Republic, Austria, Bolivia, Bulgaria, Chile, Cuba, Hungary, Irish Free State, Panama, Peru, Switzerland, Uruguay, Venezuela.

The final vote was the seventh successive vote of the Assembly by roll-call on the matter. First of all there were separate votes on the four amendments proposed by the Austrian and Hungarian delegations. These amendments were:

(1) In paragraph 4 to insert words "on both sides" before words "on Spanish soil."

(2) In same paragraph to replace words "armed corps" by words "armed forces."

(3) In paragraph 7 to replace words "the members" by "certain members."

(4) In same paragraph to replace words "will consider" by "might consider."

Each amendment was supported by Albania, Austria, and Hungary. Mr. Walter Elliott (United Kingdom) said he regretted the submission of the amendments, more particularly as they did not appear to the United Kingdom delegation to alter the substance of the resolution in any respect.

There were 32 votes against the first two amendments,—those of the delegations that voted for the resolution as a whole less Poland and plus Portugal— and 31 against the third and fourth amendments, on which Ecuador abstained.

Then, at the request of Hungary, the Assembly voted separately on paragraphs 4 and 7 of the resolution. Each of these paragraphs was adopted by 32 votes to 4, with 12 abstentions. The delegations voted in the same way as in the final vote on the whole resolution, except that Austria and Hungary voted against instead of abstaining.

RESOLUTIONS ADOPTED ON THE REPORT  
OF THE SPECIAL COMMITTEE FOR THE APPLICATION  
OF THE PRINCIPLES OF THE COVENANT

On report of the Special Committee of Twenty-eight for the Application of the Principles of the Covenant on the Chilian and Argentinian proposals which had been referred to it for examination, the Assembly adopted two resolutions.

Following a proposal by the Chilian delegation in favour of universality, the Assembly requested the Council to examine the conditions under which the League should obtain the observations and suggestions of non-Member States and the States that have announced their withdrawal from the League.

On the initiative of the Argentine delegation, the Assembly declared that, in the event of war or a threat of war, the League of Nations while not delaying for that purpose its own action in virtue of the Covenant, shall take suitable steps and shall establish such contacts as may appear to be necessary to associate in its efforts for the maintenance of peace those States which are not Members of the League but are mutually bound by the Pact of Paris of 1928 and the Pact of Rio de Janeiro of 1933.

RESOLUTIONS ADOPTED ON THE REPORT OF THE  
FAR-EAST ADVISORY COMMITTEE

On the proposal of the Far-East Advisory Committee, the Assembly adopted two resolutions and two reports dealing with the Sino-Japanese conflict.

By the first resolution, which it endorsed on 28th September, the Assembly taking into consideration the question of the aerial bombardment by Japanese aircraft of open towns in China, expressed its profound distress at the loss of life caused to innocent civilians, including great numbers of women and children, as a result of such bombardments, declared that no excuse could be made for such acts, which had aroused horror and indignation throughout the world, and solemnly condemned them.

By the second resolution, which it passed on 6th October, the Assembly adopted as its own two reports in which the Far-East Advisory Committee emphasized that the present Japanese invasion of China was an unjustifiable violation of her treaty obligations, and stated that it could not be admitted that the conflict could be settled only by direct methods between the Chinese and the Japanese Governments.

In conformity with these reports, the Assembly instructed its President to arrange without delay for a meeting of the Members of the League that are parties to the Nine-power Treaty of Washington concluded on 6th February, 1922. This treaty contains an undertaking to respect the sovereignty, the independence and the integrity of China. The hope was expressed that other States which have special interests in the Far East might take part in this meeting.

The Assembly further expressed its moral support of China, and recommended that Members of the League should refrain from taking any action which might have the effect of weakening China's powers of resistance, and should also consider how far they can individually extend aid to China.

*Adjournment of the Session*

The Assembly finally decided to adjourn and not close its present Session. It authorized the President to summon a further meeting if the Advisory Committee so requested. The work of the Assembly being at an end, for the time being, the President declared the Session adjourned.

RAOUL DANDURAND  
 JAS. L. ILSLEY  
 VINCENT MASSEY  
 W. A. RIDDELL

**REPORT**  
**OF THE**  
**CANADIAN DELEGATES**  
**TO THE**  
**NINETEENTH ASSEMBLY OF**  
**THE LEAGUE OF NATIONS**

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**GENEVA**

**September 12th-30th, 1938**



**OTTAWA**  
**J. O. PATENAUDE, I.S.O.**  
**PRINTER TO THE KING'S MOST EXCELLENT MAJESTY**  
**1939**

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# Report of the Canadian Delegates to the Nineteenth Ordinary Assembly of the League of Nations

OTTAWA, December 20, 1938.

TO HIS EXCELLENCY

THE GOVERNOR GENERAL IN COUNCIL:

The undersigned delegates, appointed to represent Canada at the Nineteenth Ordinary Session of the Assembly of the League of Nations, have the honour to report that the Assembly met at Geneva from the 12th to the 30th September, 1938. Forty-nine States Members of the League were represented. Ethiopia decided not to send a delegation on the ground that the Agenda did not include any questions directly affecting that country. The other States Members which did not nominate delegates were Chile, Italy, Salvador and Venezuela, all of which have already given notice of their withdrawal from the League.

The proceedings of the Assembly were opened by the President of the Council, Mr. William J. Jordan, delegate of New Zealand. In his speech, Mr. Jordan reviewed briefly the work of the League during the past year, remarking particularly upon the increased importance of the technical side of the League's activities with respect to economic, financial, health and social questions. He went on to pay a tribute to Mr. Harold Butler, who resigned in May last as Director of the International Labour Office, and promised the co-operation of Member States to Mr. Winant, his successor. Turning to the political situation, he pointed out that nations are committing offences which they covenanted to oppose and expressed the view that under present conditions the individual nation can no longer have security merely through self-exertion, any more than the individual householder can enjoy security through protection by his own walls and weapons. In closing he alluded to the immediate difficulties and uncertainties in Europe and invited the Assembly to work for peace and human brotherhood.

## ORGANIZATION OF THE ASSEMBLY

Mr. Eamon de Valera, Prime Minister of Ireland, was elected President of the Assembly. In taking the chair, he pointed out that the Assembly was meeting this year in a time of unparalleled anxiety for the peoples of the world and particularly for the peoples of Europe, and urged that the moral force of the League be made an instrument for the righting of international difficulties wherever they exist. Declaring that the settlements imposed by war are almost inevitably unjust, he made a strong plea for peace upon a basis of justice, which is possible before but scarcely ever possible after a war.

The ballot for Vice-Presidents resulted in the election of the first delegates of the United Kingdom, France, Sweden, Switzerland, Poland, Siam, Turkey and the Union of Soviet Socialist Republics.

The following Agenda, or list of subjects to be considered by the Assembly, was adopted:—

1. Appointment of Committees
2. Report of the Secretary-General on the work of the League since the last Session of the Assembly
3. Revision of the Covenant of the League of Nations
4. Reduction and Limitation of Armaments

5. International Treatment of Refugees
6. The League of Nations and modern means of spreading information in the cause of peace
7. Means of spreading information regarding the League
8. Unification of Private Law
9. Election of non-permanent Members of the Council
10. Election of a Judge to the Permanent Court of International Justice
11. Election of Members of the Organization for Communications and Transit
12. Appointments to the Supervisory Commission
13. Commission of Enquiry for European Union
14. Structure and Functions of the Economic and Financial Organization of the League of Nations
15. Budget of the League of Nations and Administrative Questions
16. Communications and Transit
17. Economic and Financial Questions
18. European Conference on Rural Life
19. Housing
20. Nutrition
21. Health Questions
22. Traffic in Opium and other Dangerous Drugs
23. Social Questions
24. Convention for suppressing Prostitution
25. Intellectual Co-operation
26. Amendment to the rule of procedure fixing the opening date of the Assembly
27. Mandates
28. Technical Collaboration between the League of Nations and China
29. International Relief Union
30. International Circulation of Films of an Educational Character
31. Present situation in Europe
32. Situation in Spain
33. Appointment of an international committee to supervise the withdrawal of non-Spanish combatants from Spain.

It was decided that the following items might be considered by the Assembly without prior reference to Committees:

Report on the work of the League since the last Session of the Assembly

Election of non-permanent Members of the Council

Election of a Judge to the Permanent Court of International Justice.

The following Committees, under the Chairmen named, were set up to deal with the other subjects coming before the Assembly:

*First Committee* (Constitutional and Legal Questions)

Mr. Pella (Roumania)

*Second Committee* (Economic, Financial and Transit Questions)

Mr. de Nickl (Hungary)

*Third Committee* (Limitation and Reduction of Armaments)

The Rt. Hon. Ernest Lapointe (Canada)

*Fourth Committee* (Budgetary and Administrative Questions)

Count Carton de Wiart (Belgium)

*Fifth Committee* (Social Questions)

Ali El Shamsy Pasha (Egypt)

*Sixth Committee* (Political Questions)

Mr. Olivera (Argentine Republic)

*Seventh Committee* (Health, Opium, Intellectual Co-operation)

Mr. Schmidt (Estonia).

The Canadian Delegation, which consisted of the Right Honourable Ernest Lapointe, Minister of Justice, and Mr. H. Hume Wrong, Permanent Delegate of Canada to the League of Nations, with Mr. Joseph T. Thorson, Member of Parliament for Selkirk, Mr. Paul Martin, Member of Parliament for Essex East, and Mrs. Nellie McClung of Victoria, B.C. as substitute delegates, and Mr. J. S. Macdonald, First Secretary, Department of External Affairs, Mr. P. E. Renaud and Mr. A. Rive, Second Secretaries, as technical advisers, was represented on the Committees as follows:—

*First Committee*Mr. J. T. Thorson  
Mr. P. E. Renaud*Second Committee*Mr. Paul Martin  
Mr. H. H. Wrong*Third Committee*The Rt. Hon. E. Lapointe (Chair-  
man)  
Mr. J. S. Macdonald*Fourth Committee*Mr. H. H. Wrong  
Mr. P. E. Renaud*Fifth Committee*Mrs. N. McClung  
Mr. A. Rive*Sixth Committee*The Rt. Hon. E. Lapointe  
Mr. J. T. Thorson  
Mr. H. H. Wrong*Seventh Committee*Mr. Paul Martin  
Mrs. N. McClung

## GENERAL DISCUSSION ON THE WORK OF THE LEAGUE

The general discussion, which has formally for its subject the Secretary-General's report on the work of the League during the preceding year but which traditionally ranges over the whole field of international relations, centred this year on the question of the interpretation which should be given, under present conditions, to the Covenant and particularly to Article XVI respecting the application of sanctions. It was clear from the statements made that the system of sanctions can no longer be regarded as having a compulsory character and that members of the League generally were adapting their policies and their conceptions of the rôle of the League to this view. The situation in Spain and China and various economic and social problems were also discussed.

Mr. Sandler, delegate of Sweden, who opened the discussion, referred to the profound changes which have taken place in recent years in the composition and powers of the League and read to the Assembly the following declaration made on 24th July last by the seven States, Belgium, Denmark, Finland, Luxembourg, Netherlands, Norway, and Sweden, represented at a Conference at Copenhagen.

"Convinced that their countries ought to continue their co-operation in the work of the League of Nations, the Foreign Ministers wish to state that their Governments are determined for the future to keep to the course which they have drawn up for themselves by their declarations, according



to which, under present conditions and the practice followed during the last years, the system of sanctions has acquired a non-obligatory character. They are of the opinion that this non-obligatory character of the sanctions applies not only to a particular group of States, but to all Members of the League. They are convinced that it is in the interests of the League itself that this liberty of decision is expressly acknowledged. In this spirit they prepare for the discussion of the report put before the Assembly by the Committee of Twenty-eight."

In accordance with this declaration, Mr. Sandler set forth the view that the policy of neutrality—which certain countries, including his own, reserved the right to pursue—should be deemed entirely consistent with a loyal interpretation of the duties of the States Members of the League.

The delegates of the Netherlands, Norway, Denmark, Belgium, Finland, Poland, Estonia, Latvia and Lithuania generally associated themselves with this view. They held that the distinction which formerly existed between obligations regarding military sanctions and those regarding economic and financial sanctions had disappeared, all having now acquired a purely optional character, and that this also applied to the grant of the right of passage through a territory to the forces of any Member of the League participating in joint action against an aggressor. While generally expressing their continued belief in the fundamental principles of the League, they reserved for their Governments the right to decide in each particular case whether and to what extent, they would apply sanctions against an aggressor.

Speaking on behalf of the United Kingdom, Earl de la Warr agreed that the time had come to re-examine the principles by which the League should be guided in the present stage of its development. He said that, in the opinion of his Government, an honest avowal of the limitations of the League would have the effect of putting it on a sounder basis and of increasing its usefulness as an instrument of peace. To this end the United Kingdom delegation would put forward definite proposals in the appropriate Committee.

On the other side of the question the representatives of Spain, China, Mexico and the Soviet Union, while freely admitting the vacillation and failures of the League, were strongly opposed to any interpretation that would weaken the provisions of Article XVI, and urged that the League should persevere in applying the system of collective security and in endeavouring to make it more effective. The delegate of the Soviet Union, M. Litvinoff, was particularly vigorous in his opposition. Hitherto, he said, the aggressor had had to reckon with the possible action of the League; but now they were being asked to reassure him beforehand that he need fear nothing at the hands of the League. It might be objected that all that was proposed was to eliminate the obligatory and automatic character of sanctions. It was obvious, however, that the whole value of Article XVI lay in its obligatory character, which enabled every Member of the League to rely on universal aid if it were subjected to attack. If such aid were to depend on a separate decision in each individual case, if assistance were to be granted to some member-states and not to others, there could be no feeling of security and the world would be thrown back on the pre-war system of blocs and alliances.

Turning to the situation in Central Europe, M. Litvinoff stated that his Government had abstained from all advice to the Czechoslovak Government, considering it quite inadmissible that it should be asked to make concessions to the detriment of its interests as a state, in order that the U.S.S.R. should be set free from the necessity of fulfilling its obligations under the Treaty bearing its signature. When consulted by the French Government as to its attitude in the event of an attack on Czechoslovakia, the U.S.S.R. Government had given the perfectly clear and unambiguous reply that, in accordance with the Soviet-Czech Treaty, it was prepared to render Czechoslovakia immediate and effective

aid if France, loyal to its obligations, would render similar assistance, and had proposed that the whole question be brought before the League with the object of mobilizing public opinion and of ascertaining the position of other States whose passive aid might be extremely valuable. Unfortunately, he said, no effect had been given to this proposal but other steps had been taken which led to such a capitulation as is bound sooner or later to have incalculable and disastrous consequences.

The grave situation in the Far East was again brought to the attention of the Assembly by Mr. Wellington Koo, who described the staggering losses of life and property caused by the Japanese invasion and asked the League, on behalf of China: first, to apply forthwith Article XVII of the Covenant and, consequently, to invite Japan to accept the obligations of membership in the League for the purposes of its dispute with China; secondly, to implement the various resolutions of the Assembly and of the Council by recommending an embargo against Japan—the aggressor state—of arms, munitions, aeroplanes, oil and essential raw materials for its war industry as well as of financial credits for its war coffers, and by adopting measures of financial and material aid to China; thirdly, to take effective measures to deter Japan from continuing to apply such barbarous methods of warfare as the use of poison gas and the indiscriminate bombing of undefended towns and civilian populations. One of the essential steps to be taken for this last purpose was the despatch by the League of a commission of neutral observers to collect facts, investigate the situation on the different war fronts, and report to the League for consideration.

The delegates of Iraq and Egypt drew the attention of the Assembly to the situation in Palestine and Syria and expressed the hope that the Mandatory Powers would find means to satisfy the legitimate demands of the Arabs.

The Latin-American delegates expressed the satisfaction of their Governments at the pacific settlement of the Chaco dispute and at the success of the mission which the Secretary-General had sent to their countries during the past year.

At the close of the general discussion Senor Negrin, Prime Minister of Spain, came to the platform and submitted an unexpected proposal. The Spanish Government, he said, wishing to contribute to the *détente* which all desired, and being determined to remove every pretext for calling in question the national character of the Republican cause, had just decided on the "immediate and complete withdrawal of all the non-Spanish combatants engaged in fighting in Spain on the Government's side." He announced that the Spanish Government had decided to ask the League of Nations to set up immediately an international commission for the purpose of making any investigations and enquiries it might consider necessary in order to satisfy the League, and through it world opinion, that this decision of withdrawal was being fully carried out. The Assembly decided to place the question raised by the Spanish delegation on its Agenda, and to refer it for consideration to the Sixth Committee.

#### ELECTION OF NON-PERMANENT MEMBERS TO THE COUNCIL

The three non-permanent seats on the Council, made vacant by the retirement of Ecuador, Poland and Roumania on the expiration of their three years' term of office, were filled on September 21 by the election of Greece, Yugoslavia and the Dominican Republic. Poland did not stand for re-election as on previous occasions.

#### ELECTION OF A JUDGE TO THE PERMANENT COURT

The election of a judge to the Permanent Court of International Justice, to fill the vacancy left by the death of Mr. Hammarskjöld (Swedish) was held on September 26. The Assembly, in agreement with the Council, elected Mr. Rafael W. Erich of Finland, who has had a long and distinguished career as a jurist and diplomat.

## COMMISSION OF ENQUIRY FOR EUROPEAN UNION

On the proposal of the General Committee, the Assembly decided to renew, for a further period of one year, the mandate of the Commission of Enquiry for European Union which, since 1930, has been intermittently investigating economic questions of special interest to that Continent, and to place the question on the Agenda of the next Assembly.

### THE SITUATION IN EUROPE

Though the Assembly was meeting at the height of the crisis arising from the German ultimatum to Czechoslovakia, no appeal was made to the League to attempt to settle the dispute or to prevent the outbreak of war. The general anxiety caused by the tense situation, however, found many echoes in the Assembly. A draft resolution on the subject was submitted by a number of members for the consideration of the General Committee which directs the work of the Assembly. The Committee met on September 28 and considered the matter, and on the following day the President proposed to the Assembly, on behalf of the Committee, the adoption of the following resolution which met with immediate and unanimous approval:

“Representatives of forty-nine States meeting as delegates to the Assembly of the League of Nations have watched with deep and growing anxiety the development of the present grave situation in Europe.

“The Assembly is convinced that the existing differences are capable of being solved by peaceful means. It knows that recourse to war, whatever be its outcome, is no guarantee of a just settlement, and that it must inevitably bring untold suffering to millions of individuals, and imperil the whole structure of civilization in Europe.

“The Assembly, therefore, voicing the prayer of the peoples of all countries, expresses the earnest hope that no Government will attempt to impose a settlement by force.

“The Assembly welcomes with great satisfaction the action taken by the President of the United States, and fully associates itself with the spirit which inspired it.”

### FIRST COMMITTEE

(Legal and Constitutional Questions)

#### *Unification of Private Law.* -

In accordance with a resolution of the 1937 Assembly providing that the activities of the International Institute for the Unification of Private Law in Rome should be entered each year on the Assembly's Agenda, the First Committee reviewed the work of the Institute during the past year in the light of a report submitted by M. Polychroniadis, delegate of Greece. The report recalling the object of the Institute, which is to work out means of co-ordinating the private law of the various States, and thus gradually preparing the way for the general adoption of uniform legislation in this sphere, outlined the progress made by the Institute during the year in its studies of the legal status of women, international loans, international commercial sales, liability and insurance of motorists, execution abroad of maintenance obligations and protection of intellectual rights.

In the course of the discussion, the Chairman expressed the Committee's gratitude to the Belgian Government for calling a Conference to deal with the revision of the Berne Convention on Authors' Rights to be held in Brussels in 1939.

*Date of Convocation of the Assembly.*

Under the existing rule, the Assembly was scheduled to meet on September 10th at the latest, and it might have been convened as early as September 4th—dates which were inconvenient to the United Kingdom Government. Accordingly, they proposed that Rule 1, paragraph 1, of the Assembly Rules of Procedure be amended to read as follows:—

“The Assembly shall meet in general session every year at the seat of the League of Nations, commencing on the Monday which falls in the period September 14 to September 20 inclusive.”

Following a brief discussion, an amendment was adopted by the First Committee providing that henceforward the Assembly should open on the Monday falling between September 10 and 16 inclusive.

*Status of Austria.*

The First Committee was requested by the Fourth Committee to give an opinion as to whether the Note by which the German Government informed the Secretary-General that Austria had “ceased to be a Member of the League of Nations” as a result of her re-union with the German Reich, should be considered a notice of withdrawal within the meaning of Article 1, paragraph 3, of the Covenant, which reads as follows:—

“Any Member of the League may, after two years’ notification of its intention so to do, withdraw from the League, provided that all its international obligations and all its obligations under this Covenant shall have been fulfilled at the time of its withdrawal.”

On the proposal of the Chairman, a Sub-Committee, consisting of the delegates of France, Colombia, United Kingdom, Denmark and the Chairman, was set up to draft a reply. The Sub-Committee proposed that the First Committee should give the following opinion on the question submitted to it by the Fourth Committee:—

“The First Committee finds that the German Government’s letter to the Secretary-General of March 18, 1938, is not a notice of withdrawal from the League of Nations within the meaning of Article 1, paragraph 3, of the Covenant.

“The obligation to pay contributions during two years is simply the consequence of the fact that a notice of withdrawal from the League under the above-mentioned provision leaves the State which gives such notice with the rights and obligations of a Member of the League during a period of two years.”

The Committee approved the conclusion reached by its Sub-Committee subject to a reservation submitted by the Spanish delegate. He regretted that the only way in which the problem of the disappearance of Austria as an independent Member of the League should have been dealt with was in connection with administrative questions. He declared that his Government could not agree to any decision in virtue of which the State which had addressed the letter concerning the withdrawal of Austria from the League of Nations should consider itself free from the financial obligations towards the League of the State which it had annexed.

*Position of Aliens and Stateless Persons Released from Prison.*

On September 23 the First Committee considered a request for its views on the problem of the expulsion of aliens and stateless persons released from prison, which it had received from the Fifth Committee. Attached to the request was a memorandum recalling that the matter had come before the 1937 Assembly and that the Assembly had decided to refer it to the Seventh International Con-

ference for the Unification of Penal Law, which met at Cairo in January, 1938. As a consequence, the Committee now had before it resolutions of a comprehensive nature possessing both legal and social aspects. The memorandum ended with the suggestion that a League Committee of Experts be set up to make an exhaustive study of the subject and to recommend such measures as might enable Governments to solve it by international co-operation.

In the course of the discussion, the delegate of Canada (Mr. Thorson) said that he did not think it possible for the moment to open a legal debate regarding the substance of the principles adopted by the Cairo Conference. The Conference had appealed to Governments to pass legislation on the lines of these principles. As that appeal had been made, it would seem desirable that the Governments should be given an opportunity to consider the resolutions in their entirety. He suggested therefore that these resolutions and all relative documents should be communicated to Governments for their information and observations. At the same time he drew attention to the particular importance the matter had for some countries which were newer in the structure of their constituent elements. These countries might perhaps take the view that they owed stricter obligations to their peoples than other countries did. It was for that reason that the Canadian Government attached particular importance to the right of the people of Canada to determine who should stay and who should not stay in the country.

The Committee agreed with these observations and decided that the Minutes of its discussion, as well as the Minutes of the discussion in the Fifth Committee, should also be forwarded to Governments for their consideration.

## SECOND COMMITTEE

(Economic, Financial, Communications and Transit Questions)

### *Communications and Transit Organization*

The Second Committee was called upon this year to elect the members of the Communications and Transit Organization, the body which, under its new constitution, directs the communications and transit work of the League.

### *Exchange Control*

An extensive discussion took place on a wide variety of economic and financial questions of general international interest. The delegate of Canada, Mr. Martin, took part in the discussions on a number of questions of interest to Canada including the regulation of air navigation, pollution of the sea by oil, and general trade policies.

Considerable attention was given to the question of exchange control. Mr. Martin congratulated the Financial Committee on the excellence of its report on the subject. The Canadian Government, he said, did not concur in the tendency to recommend clearings agreements as a means of ameliorating the exchange situation. In saying this he did not wish to pass judgment on those countries which had been forced by economic circumstances to enter into them. Canada had, indeed, found it necessary to enter into one such agreement to safeguard its legitimate interests. "Perhaps the major difficulty in the way of further relaxation of controls," he pointed out, "is that any such system, established to protect the currency and the capital position of a country encountering economic difficulties (while it may serve its emergency purpose in the first instance) becomes eventually a hindrance to recovery by raising costs in the country employing the control and by making difficult the sale of that country's goods abroad. When a country in such a position burdens itself at the same time with heavy military expenditures and, because of the economic situation, heavy expenditures for relief of its home industries, social services and so on, action to free exchanges can, probably, be taken only with outside assistance. The relaxation of exchange controls by bilateral payment agreements is not of great value generally. By their very nature they are not subject to most-favoured-nation clauses, and, although they make possible some movement of

trade between the participating countries and allow the settlement of some old debts, they further increase the complication and regulation of international trade and tend to create vested interests in artificial trade alignments."

The discussion in the Committee made it evident that, in the present world political situation, and with the existing economic instability, it was not possible to propose international action to deal with the problems of exchange control and of raw materials along the lines contemplated by the Eighteenth Assembly. In its report, however, the Second Committee insist that "sight should not be lost of the object of restoring a greater degree of freedom in international exchanges of all sorts," and conclude that under present conditions bilateral negotiations are the most promising. It was stressed, however, that such negotiations have as their object an increase in the trade of States entering upon them, and the responsibility rests upon the major trading countries to promote trade *inter se*, even though some countries may not be prepared to co-operate. Further, such agreements "should be based on the principle of most-favoured-nation treatment and framed in a spirit of non-discrimination."

#### *Economic and Financial Organization*

The Committee expressed the opinion that, although collective action is necessarily restricted at the present time, the importance of the work of the Economic and Financial Organization is not decreased, and they pointed out that three functions of the Organization are essential: first, the provision of an objective account and periodic analysis of world trends in production and trade which are of great value to Governments in framing their policies; second, by the provision, through technical committees and the annual Assembly, of opportunities for informal discussions among those responsible for the administration of economic and commercial policy; and third, by the "even more significant and less generally recognized" task of "consolidating the basis of law and custom on which international trade is conducted." Much of this has been done in the form of model conventions relating to various branches of international trade relations, such as sanitary regulations, customs clearance, bills of exchange, etc.

#### *Economic Depressions*

It was evident that the members of the Committee were greatly interested in the problem of depressions and almost every speaker referred to the work in progress. The Canadian delegate, Mr. Martin, pointed out that under modern conditions the area of a depression is not limited by the national boundary and effective measures to deal with depressions can therefore only be taken internationally. The general effect of measures taken by Governments single-handedly to counteract the effects of depression is usually restrictive, and damaging to the trade of other countries which in turn are forced to take similar restrictive measures. The only beneficial effect of such measures is to spread a diminished national income more evenly over the whole population and in that way ameliorate somewhat the worst effects of depression.

The Committee expressed the view that in meeting the problems of depression countries should refrain as far as possible from measures which might alleviate the domestic situation at the expense of other countries, and that such measures lead to retaliation and to increasing difficulties all round as was amply demonstrated during the last depression. In particular, it was considered important that all governments should refrain at the present time from any measures which are likely to depress still further the prices of raw materials and foodstuffs on world markets, which are already unduly low. It was apparent that, were it not for the adverse effects on their balance of payments, many countries would prefer to adopt policies designed to increase purchasing power when depressions occur, rather than to impose restrictive measures; and that if such a policy is to be adopted generally, international co-ordination of national anti-depression policies is necessary.

### *Demographic Questions*

The Committee considered the proposal that the Economic and Financial Organization should continue the work undertaken on the question of international movement of goods and capital as part of the study of the population problem and it was decided that the Council should be requested to appoint a special *ad hoc* Committee on demographic questions. The work of the International Labour Office on the question of Migration for Settlement was also reviewed and it was noted that an inter-governmental committee on the question was contemplated by the Labour Organization.

### *Social-Economic Problems*

A good part of the time of the Second Committee was devoted to problems of social-economic policies, which have in recent years occupied a place of increasing importance in the work of the League. Nutrition, housing, rural hygiene and other problems have been and are being studied in collaboration with other technical sections of the Secretariat. In its report the Committee pointed out that the importance of the League's work in this field lies in the fact "that the application of science to agriculture and industry has greatly increased the world's productive capacity; while, at the same time, evidence continues to accumulate which shows that consumption falls short of minimum human requirements, with consequent ill-health, inefficiency, premature death and social unrest. The bridging of the gap between what can be produced and consumed and what is being produced and consumed is the fundamental economic problem of our times and one to which the League is very rightly paying special attention."

### THIRD COMMITTEE (Disarmament Questions)

The Third Committee, meeting under the Chairmanship of the Right Honourable Ernest Lapointe (Canada), was asked by the Assembly to deal with the following questions:—

- (1) Reduction and Limitation of Armaments:  
Action taken on the Assembly's resolution of September 30, 1937.
- (2) Protection of the Civilian Non-Combatant Population against Air Bombing in case of War.

#### *Reduction and Limitation of Armaments*

Mr. Lapointe, in opening the discussion, briefly reviewed the work undertaken during the past year in pursuance of the Assembly's resolution. He dealt first of all with the question of concluding a convention on the publicity of national defence expenditure which, it was hoped, would be the first step towards the conclusion of a general convention for the reduction and limitation of armaments. Twenty-two states out of the sixty-one consulted had, he pointed out, indicated acceptance of the proposal in principle although accompanied in many cases by reservations as to reciprocity. He touched also on the progress being achieved in the unification in different countries of the nomenclature and definition of arms and war materials and the growing tendency in recent years for states to subject the manufacture of, and trade in, arms to supervision upon an agreed basis. There remain, however, a considerable number of countries which have not co-operated with the League in furnishing information on their activities in this field and the Chairman suggested that it was for the Committee to consider whether it would be desirable to call the attention of these governments to the matter and once again endeavour to secure their co-operation.

The United Kingdom representative, Captain Wallace, outlined the progress made during the year in regard to the limitation of naval armaments, more especially with reference to the entry into force of the Anglo-German and Anglo-Soviet Naval Agreements, the signature of the Anglo-Polish Naval Agreement, the negotiations for bilateral agreements with Denmark, Finland, Norway, Sweden and Turkey, and the Exchange of Notes with Italy concerning

the latter's accession to the London Naval Treaty of 1936. He pointed out, also, that the attitude adopted by the Japanese Government had made it impossible to maintain the 35,000-ton limit for capital ships laid down in the Naval Agreements, with the result that the Powers concerned have raised this limit to 45,000 tons. The United Kingdom was, however, not at present proposing to build ships of more than 40,000 tons and had expressed to the French, German and Soviet Governments the hope that they would take a similar line.

The representative of France stated that his Government had announced its intention not to build ships of more than 35,000 tons, so long as that limit was not exceeded by any other continental European Power.

The discussion on the first item of the Agenda, however, was not prolonged. The Committee observed with regret the intensified competition in armaments during the year and felt that the task of disarmament must be taken up again as soon as circumstances were such as to allow any chance of successful organization of international relations on a pacific basis. The Committee expressed its conviction that the principle of publicity of national defence expenditure must form an essential feature of any system of limitation of armaments and asked the Assembly to request those Governments which have not yet done so to communicate to the League the measures taken in their territory to supervise the manufacture of, and trade in, arms, ammunition and implements of war.

#### *Protection of Civilians Against Air Bombing*

Turning to the second item on its Agenda—the protection of the non-combatant civilian population against bombing from the air in case of war—the Committee heard Senor de Azcarate of Spain, whose government had brought the question before the League, outline the terrible experiences undergone by the people living in the territories held by the Government forces, experiences which staggered the imagination by their horror. The number of bombs dropped on civil populations had reached approximately twenty-four thousand; seven thousand non-combatant civilians had been killed and eleven thousand had been wounded. The property damage had also been enormous. Ten thousand buildings had been wholly or partially destroyed. The losses were becoming more serious with every passing day. The Spanish Government did not, he said, resort to reprisals. They felt, however, that they should bring the matter before the League and place at its disposal their own tragic experience in the hope of erecting a barrier against such catastrophes.

The United Kingdom delegate (Captain Wallace) pointed out that while the usages of land and maritime warfare had been codified there was, at the present time, no international code of law on which general agreement had been reached concerning aerial warfare. He put forward three principles, which, he suggested, might serve as the basis of a general codification. These principles, translated into terms of aerial warfare, might be stated as follows: First, the intentional bombing of civilian populations was illegal. Secondly, targets aimed at from the air must be legitimate objectives, and must be capable of identification. Thirdly, any attack on those legitimate objectives must be made in such a way that civilian populations in the neighbourhood would not be bombed through carelessness.

The practical application of these principles was, of course, a matter of great complexity and would demand most careful investigation. He hoped, however, that they would be adopted by the Assembly as a first step toward the goal of securing for the civilian population of the world the maximum possible protection against the horrors of aerial bombardment.

The French delegation associated itself with the British proposal.

The representatives of Greece (M. Politis) and of Haiti (M. Frangulis) argued that the bombing of civilian populations by any means whatsoever is already prohibited by International law, citing Article 25 of the Hague Convention of 1907, and contended that what is needed now is practical regulation designed to ensure the application of the law which already exists. In this



connection M. Frangulis suggested that it would be desirable to specify in time of peace "undefended open towns and medical zones to be used as a site for hospitals and ambulances, which all states would undertake to respect and refrain from bombing."

The Polish delegate (M. Komarnicki) while prepared to accept the desirability of laying down general rules for the conduct of bombing operations emphasized that Poland would not accept any resolution which embodied any condemnation, however indirect, of any particular situation, since there had been no impartial investigation of the allegations on which such condemnation might be based.

The Chinese delegation, which had the support of the Soviet and several other delegations, thought that certain sanctions should be applied to a state guilty of unlawful bombing, suggesting in this connection that other governments should refrain from supplying such a state with aircraft and petrol.

The Committee was in general agreement with the proposal put forward by the United Kingdom delegation. In view of the technical character of the question it was decided to ask the Assembly to have the Bureau of the Disarmament Conference, which was to meet shortly, undertake the necessary practical work involved in the preparation of a general agreement on the basis of the United Kingdom proposal.

At the same time the Committee congratulated the United Kingdom Government on having taken the initiative in setting up a Committee of Investigation to examine cases of air-bombing of civilian populations in Spain, and decided to recommend that the Council should take under consideration any other appeal for the establishment of an international committee to investigate breaches of the principles above set forth in cases of bombing of civilian populations from the air.

#### FOURTH COMMITTEE

##### (Budgetary and Administrative Questions)

##### *Financial Situation and the Budget for 1939*

The financial position of the League was examined by the Fourth Committee in the light of the reports of the Auditor and of the Supervisory Commission, the permanent advisory body on matters of finance and internal administration. The position was found to be sound with accounts balanced and reserves intact. The surplus of income over expenditure for the past financial year, the calendar year 1937, amounted to 4,558,625 gold francs. It was agreed that this surplus, which was due partly to devaluation, partly to the payment of contributions in arrears and, partly, to economies in administration, should be used to build up the Guarantee and the Reserve Funds and to reduce the assessment of Member States for 1939 and subsequent years.

The estimated expenditure for 1939, as approved by the Committee, calls for an outlay of 32,234,012 Swiss francs, as against 32,273,251 Swiss francs for 1938, and is made up as set forth in the following table. For convenience of comparison the corresponding figures for 1938 are given in a parallel column.

	1938	1939
Secretariat . . . . .	15,929,331	16,188,063
International Labour Organization . . . . .	8,335,272	8,394,243
Permanent Court of International Justice . . . . .	2,894,516	2,839,689
Permanent Central Opium Board . . . . .	124,064	126,399
International Assistance to Refugees . . . . .	207,109	269,500
Buildings . . . . .	1,584,000	1,584,000
Pensions . . . . .	1,713,791	1,710,118
Settlement of Assyrians . . . . .	300,000	150,000
High Commissioner for Refugees coming from Germany . . . . .	73,168	
Fund at the disposal of the Supervisory Commission for expenditure resulting from currency depreciation . . . . .	1,040,000	
High Commissioner of the League of Nations at Danzig . . . . .	72,000	72,000
New York World's Fair . . . . .	.....	900,000
<b>Total: Swiss francs . . . . .</b>	<b>32,273,251</b>	<b>32,234,012</b>

The increase over last year in the estimated expenditure for the Secretariat amounting to 258,732 Swiss francs, is due to a number of causes. The most important of these is the inclusion of supplementary credits providing for items recommended by the Council or various Assembly Committees such as: Technical Collaboration between the League of Nations and China in the anti-epidemic work undertaken in that country, 1,750,000 Swiss francs; Inter-Governmental Conference of American Countries on Rural Hygiene, 51,500 francs; Application of the Recommendations of the Committee on the Structure and Working of the Economic and Financial Organization, 41,308 francs; Publication of a Review of Social Questions, 25,000 francs; and the Committee for the Study of Demographic Problems, 18,403 francs. As against these increases miscellaneous decreases include, *inter alia*, the reduction to a nominal figure of the provision for an investigation in connection with the proposed Eastern Bureau to deal with the traffic in women, 49,999 francs; and a net reduction, after providing for the normal annual increments, of 36,811 francs in the amount expended in salaries.

The budget of the International Labour Organization, it will be noted, amounts to 58,000 Swiss francs more than expenditure in 1938. It includes a new credit of 60,000 francs for the extension of the Labour Office Building, and a credit of 266,000 francs for Committees, an increase of 55,000 francs which is due largely to the appointment of more members from overseas countries, in pursuance of the general policy of strengthening relations with extra-European countries. In his comments on the Labour Organization the Chairman of the Supervisory Commission, after alluding to the delicate constitutional position in which the Commission finds itself in regard to the budget of the Organization—an autonomous institution—stated that if, as was feared, the general financial position of the League were more difficult next year, reductions might have to be made in the budget of the Organization. This would be necessary particularly in respect of such items as printing and Committees, matters to which the report of the Supervisory Commission had drawn attention.

A further item of interest is the decrease shown in the vote for pensions. The total cost in respect of pensions for 1939 is estimated, however, at a higher figure, namely, 1,851,475 Swiss francs, the extra 141,357 Swiss francs being the proportionate share from non-Member States who are Members of the International Labour Organization. The Consulting Actuary stated in his report that the bases of the Pension Fund were inherently sound, but he pointed out the great importance of strengthening the reserves. The loss on premature retirements had been about 100,000 francs a year. Furthermore, the admission of certain officials at advanced ages had entailed a loss to the Fund. The Actuary indicated a satisfactory method of dealing with this problem, which the Fourth Committee decided to recommend for adoption by the Assembly.

The income budget, unlike the budget of expenditure, continues to be expressed in gold francs, the estimated expenditure of 32,234,012 Swiss francs for 1939 being equivalent, at the present rate of exchange, to 22,799,327 gold francs. Canada's contribution for next year will be practically the same as for the current year—779,303 gold francs as compared with 780,114 gold francs.

### *The Need of Economy.*

The Committee felt that, in order to provide against any increase in the burden to be borne by member states as a result of reduced membership, further consideration should be given to the question of retrenchment. It agreed with the United Kingdom delegation that this purpose could best be served by a thorough examination of the standing charges of the League by a special committee of independent persons, and, with this end in view, it adopted a draft resolution requesting the Council to appoint a committee of five persons to examine thoroughly the standing charges in the budgets of the

Secretariat and the International Labour Office and recommend what economies can be carried out either immediately or in the near future. The draft resolution also requested the Secretary-General and the Director of the International Labour Office to prepare their draft budgets for 1940 in the light of this recommendation.

#### *Special Committee on Contributions in Arrears.*

Notwithstanding the improvement in the payment of contributions, the position cannot as yet be considered as fully satisfactory, seeing that eighteen States had not paid their contributions for 1937 in full by the end of that year. The Fourth Committee decided, therefore, that the members of the Special Committee on Contributions in Arrears should be re-appointed for a further term of one year.

It approved the recommendations made in the report of the Special Committee in the case of China and Cuba, and accepted the First Committee's recommendation regarding Austria's contribution. Accordingly, Austria will have to be removed from the list of contributing States. This will mean a loss of more than 222,000 gold francs for the current year.

#### *Revision of the Scale of Allocation of the League's Expenses*

The present scale of allocation of the League's expenses, based, as were earlier scales, on such factors as area, population, production and trade of Member States, was adopted by the 1936 Assembly for three years and will, therefore, cease to be in force on December 31, 1939. Accordingly, the establishment of a new scale of allocation for 1940 and subsequent years was discussed at some length by the Committee.

The views of the Canadian delegation on the matter were put forward by Mr. Wrong, who considered that the existing scale was the result of long study and experience and represented a fair and practical basis. He thought, however, that there were a number of anomalies which, as far as possible, should be eliminated. It was, for instance, an anomaly for Canada to pay more than one European country with three times her population. As regards the criteria which should be adopted, capacity to pay was the most important one, but population was also an important factor. An equally important criterion was the benefit received by Member States from the League, and such data as national defence expenditure and expenditure on foreign affairs were therefore important.

After considerable discussion it was decided to appoint a Committee consisting of representatives of Argentina, Canada, France, Greece, India, Iran, Latvia, Mexico, Netherlands, Norway, the United Kingdom and the Union of Soviet Socialist Republics to consider the whole question. It was further decided that the minutes of the discussion would be made available to the Committee which, however, would be entirely free to decide the relative value of the various criteria which had been suggested.

#### *Membership of the Supervisory Commission*

The Committee proceeded to the election of three members to the Supervisory Commission. Senor Pardo (Argentine Republic) and M. de Boisanger (France) were elected for the period ending December 31, 1941, and M. de Ottlik (Hungary) for the period ending December 31, 1940.

#### *Exceptional Measures*

In view of the danger of general war which was threatening Europe, it was decided that until the next Ordinary Session of the Assembly, the Secretary-General and the Director of the International Labour Office, acting with the approval of the Supervisory Commission which may take all decisions by a majority vote, shall have in their discretion to take any exceptional administrative or financial measures or decisions which appear necessary.

The Committee further provided for the discontinuance, provisionally, of the right to capitalize pensions in the case of officials who left the services of the League as a result of special circumstances. It carefully excluded from the application of this new regulation all officials leaving the service of the League in the regular way.

### FIFTH COMMITTEE

#### (Humanitarian and Social Questions)

The Fifth Committee was called upon to review the social and humanitarian work of the League during the past year, including the work of the Advisory Committee on Social Questions. The subjects included questions of child welfare, traffic in women and children, assistance to indigent foreigners, penal and penitentiary questions.

The discussion on the work of the Advisory Committee on Social Questions revealed general satisfaction at the progress made. The importance of co-ordinating social services, labour protection services and public health services was stressed by many delegates. It was agreed that emphasis should be laid on co-operation between the Advisory Committee on Social Questions, the Health Organization and the International Labour Office. The delegate of France urged the establishment of a permanent system of co-ordination between these three bodies.

The project for a periodical *Review of Social Questions*, to be published by the Social Questions Section of the League Secretariat, which had been approved in principle by the Eighteenth Assembly, was again before the Fifth Committee, and it was decided to recommend that publication should be commenced as soon as the necessary financial provision had been made. The Fourth Committee authorized a vote of 25,000 Swiss francs for the purpose.

#### *Child Welfare*

The Committee noted with satisfaction that the Child Welfare Information Centre had made further progress in the building up of its files of information on the laws relating to child welfare in the various countries and that a considerable printed documentation had already been published.

An interesting and informative general discussion took place in the Committee on the future of the child welfare activities of the League both in relation to the work already accomplished by the Social Questions Committee, and to internal developments in many countries. It was pointed out that many Governments are extending the scope of their social services and attempting to correlate health, social, economic and educational services, and that there has also been a considerable extension of these services into rural communities.

The Committee noted that the Advisory Committee on Social Questions had now finished its study of certain aspects of child placing in families, the recreational aspects of the cinema and the legal position of the illegitimate child. A number of delegates paid tribute to the work of the Canadian representative on the Advisory Committee, Miss Charlotte Whitton, rapporteur on the subject of child placing in families.

The Committee also took note of the three new questions the Advisory Committee has placed on its Agenda for 1939: (a) the principles adopted in the organization and administration of welfare work among the young, including social assistance; (b) the training of persons engaged in social work, and (c) the problem of family desertion. This program met with general approval but some suggestions for its amplification were made. It was suggested that the question of the co-ordination of the efforts of health and social services should be one of the principal points to be considered, that the training in social service of persons employed in public administration should be included, as well as persons in voluntary organizations, and that particular attention should be given to the special provisions for welfare work among the young and the training of persons employed in social work in rural areas. The attention of the Committee was also drawn to the connection between the problem of family desertion and the execution of maintenance orders abroad.

In the course of the Committee's discussion on the future work of the Advisory Committee the Canadian delegate, Mrs. McClung, congratulated the Advisory Committee on the work accomplished. The Canadian delegation, she said, were gratified at the indication contained in the report of the Advisory Committee that the latter appeared to have been gradually clearing its agenda of what might be described as incidental and abnormal aspects of various social problems. In its early days, the Committee had had to seek specific remedies for specific evils, such as the delinquent child, the orphan and the illegitimate child, and such questions as the rehabilitation of prostitutes, and the employment of adolescents. Most of those problems had now been discussed and the time seemed to have come when a broader conception of the Committee's work should gradually be adopted. The Committee should now find itself freer to deal with the problems of the social services in their relation to the community, the problems of the normal family, the normal mother, the normal adolescent, and the normal child, and thus, by the prevention of social evils and abnormalities, increase the usefulness of that section of the League's work. She thought that this broader conception of the relations between society and the well-being of the family and its individual members was in accordance with the trend of the world to-day, as the discussion had shown. The Canadian Government, she stated, welcomed the Committee's efforts towards a more comprehensive visualisation of its work and hoped that the Committee would find it possible to press forward with the study and elucidation of the needs of the individual child and the family.

The problem of the protection of children in time of war was also discussed in connection with the future work of the Advisory Committee. The Committee were informed that it had been considered by the Advisory Committee at their last session and that the International Red Cross had called upon National Red Cross Societies, in collaboration with other competent national organs, to bring the problem to the attention of their Governments. The Spanish delegate spoke of the suffering of children in Spain and of the efforts that had been made to alleviate it.

#### *Traffic in Women and Children*

The Committee discussed the question of the calling of a conference for the conclusion of a convention "to protect persons of full age and of either sex against procuration for profit, even when they consent and are not taken abroad, and also against any other form of exploitation of their prostitution." The replies already received from Governments, to which a draft convention on the subject has been submitted, indicate that some modifications may be necessary in detail but that the principles are generally accepted as satisfactory. The Committee recommended to the Assembly the passage of a resolution requesting the Council to call a diplomatic conference in 1940 for the conclusion of the proposed convention.

The Committee discussed the new form of questionnaire adopted for returns by Governments on the traffic in women and children. This revised questionnaire makes a clearer distinction between the national and international traffic. The hope was expressed that the new questionnaire would result in an increased number of returns from Governments. The Canadian delegate, Mrs. McClung, pointed out, however, that, in the opinion of the competent Canadian officials, the new questionnaire, although an improvement on the old, was not yet completely satisfactory for countries with federal constitutions and expressed the hope that further modifications would be considered to adapt it to their needs.

#### *Assistance to Indigent Foreigners*

The Committee had before it the report of the Committee of Experts on Assistance to Indigent Foreigners and noted its opinion that a multilateral convention would not be sufficiently acceptable to be practicable at the present time, and that the Expert Committee had, therefore, contented itself with framing a number of general recommendations on the question. The Committee

approved of the experts' proposal that Governments should be asked to make a report in three years' time on the effect given to these recommendations.

*Position of Aliens and Stateless Persons Released from Prison*

The question of the position of aliens and stateless prisoners released from prisons came before the Fifth Committee, but, in view of the legal aspects of the question, it was decided to refer it to the First Committee. The Fifth Committee concurred in the opinion of the First Committee that it would be desirable to consult Governments and defer a decision to the next Assembly.

The Committee also had before it reports on the work for the past year of the following organizations: International Penal Law Association; International Bureau for the Unification of Penal Law; International Penal and Penitentiary Commission; International Criminal Police Commission; the Howard League for Penal Reform and the International Law Association. The Committee thanked them for their co-operation and congratulated them on their excellent work during the past year.

## SIXTH COMMITTEE

(Political Questions)

*Question of Re-interpreting the Covenant*

The most important matter coming before the Sixth Committee this year was the question of revising, or rather, since no question of formal revision was involved, of re-interpreting the obligations of the Covenant. The Committee had before it the report of the Committee of Twenty-Eight set up by the Seventeenth Assembly in 1936 following the abandonment of the partial sanctions imposed upon Italy after the invasion of Ethiopia, to study "the question of the application of the principles of the Covenant and all problems connected therewith." The report, reflecting the diversity of the opinions held by the various members, did not put forward any proposals or recommendations for specific amendments but confined itself largely to setting forth the views expressed and the statements made by members of the Committee in the course of its discussions which had extended, with numerous intermissions, over a period of nearly two years. After a number of States not represented on the Committee of Twenty-Eight had expressed their views on the general question of revision of the Covenant it was decided, on the initiative of the United Kingdom delegation, that the Sixth Committee should consider four questions which had been among those most carefully studied by the Committee of Twenty-Eight, namely, the unanimity rule and its application to the first paragraph of Article XI; the so-called coercive provisions of Article XVI; the Separation of the Covenant from the Peace Treaties; and Collaboration with Non-Member States.

(a) *The unanimity rule and its application to paragraph 1 of Article XI*

Except where otherwise expressly provided in the Covenant, or by the terms of the Peace Treaties, decisions at any meeting of the Assembly or Council have always required, by the terms of the Covenant itself, the agreement of all Members of the League represented at the meeting. For some time past it has been evident that Article XI, one of the most useful and frequently resorted to Articles of the Covenant, was in danger of being stultified by the rigid application of this rule. Under Articles XV and XVI, which deal primarily with war and the question of sanctions, provision is made for setting aside the unanimity requirement. With respect to Article XI, however, the Council has been unable, without first securing the votes of the parties to a dispute, to express an opinion concerning the facts or to recommend measures of a precautionary character with a view to safeguarding peace or of minimizing the risk of war. The United Kingdom delegation, with a view to making it easier for the League to intervene in disputes and to settle them before the

countries in question have taken any irrevocable decisions, proposed that the Council be empowered in disputes under paragraph 1 of the Article, i.e., in conflicts involving war or more probably the threat of war, to express an opinion on the facts or make recommendations as to measures to be taken for the purpose of safeguarding peace, by agreement of its members other than the parties to the dispute.

In the discussion that followed France, China, Spain, Sweden, Union of South Africa, New Zealand and a number of other countries supported the United Kingdom proposal. M. Koht, delegate of Norway, regarded the United Kingdom proposal as a minimum objective. Stressing the view that opposition to any change in the Covenant was a dangerous position to take and that to require unanimity was to hamper the League in one of its vital tasks, he urged the Committee to go somewhat further and adopt a resolution providing that a simple majority vote would suffice for acts of mediation or conciliation or in case of friendly acts designed to obviate the danger of international conflicts.

Mr. Lapointe (Canada) expressed his agreement with the view of the Norwegian delegate with respect to persistent opposition to changes likely to facilitate the work of the organization. The League of Nations was after all a human institution. It had been unable to attain perfection at the moment of its creation and in his view it would be unwise not to accept changes which twenty years of experience might have shown to be necessary to ensure the success of its work. The sole object of Article XI was, he held, not to impose sanctions, but to enable the League to take in good time measures calculated to prevent the outbreak of a conflict. He expressed his ardent desire to see better international relationships established and argued that to require the prior assent of parties to a dispute would be to render the application of the Article quite illusory.

The representatives of Poland, Roumania and Hungary expressed opposition to any movement designed to remove the safeguard of unanimity from Article XI, on the general ground that it would involve an impairment of sovereignty, contending that in no dispute in which the vital interests of a country were at stake should a solution be imposed upon it without its consent.

M. Uden, delegate of Sweden, who was appointed rapporteur, drew up a draft report and resolution based upon the United Kingdom proposal and purporting to take into account the differences of opinion revealed in the discussion. The report, after setting forth the view that the proposal covers two possible cases—that in which the Council should express an opinion on the facts of a dispute and that in which it should recommend measures of a precautionary character—proposed the adoption of the following resolution:—

“The Assembly,

\* \* \* \*

“Expresses the view that, in cases in which a dispute is referred to the Council under paragraph 1 of Article XI, the Council may, with the consent of all its Members other than the parties to the dispute:

“ (1) Express an opinion or adopt a report concerning the facts of the dispute;

“ (2) Make recommendations as to the measures to be taken by the Members of the League, other than the parties to the dispute, to safeguard peace.”

Considerable objection was taken to M. Uden's report chiefly on the ground that, if it were adopted, Article XI might lose its most important function which should be that of conciliation. The Canadian delegate considered that the report did not give adequate weight to the Canadian view that, as the League has developed, the primary purpose of the Article is to deal with emergencies which constitute a threat to peace rather than with the settlement of disputes that have already resulted in war and that the Article should be confined to

measures of conciliation and not be extended to include measures of coercion against a country which had not resorted to war. The report, however, was adopted by twenty-five votes to two (Hungary and Poland). Seven countries, including Canada, abstained, the Canadian delegate explaining that, while in general agreement with the proposal that the principle of unanimity be set aside in this particular case, account had not been taken in the report of the Canadian view as to the scope of the Article.

(b) *The so-called coercive provisions of Article XVI.*

The question as to the interpretation which should be placed, in the circumstances in which the League finds itself, upon the provisions of Article XVI gave rise to an extended exchange of views. Mr. Butler, delegate of the United Kingdom, who opened the discussion, referred to the difficulty of securing agreement as to the interpretation which should be placed in present circumstances on the provisions of Article XVI and stated that his Government felt it desirable to define the manner in which they would interpret their obligations under this Article. They desired to do so not merely as a statement of the attitude which the United Kingdom Government would itself adopt but in the form of general propositions which were believed to be applicable to the present situation and which might perhaps commend themselves to other Governments whose points of view were the same. These propositions he set forth as follows:—

“The text, structure and juridical effect of the Covenant remain unaltered. In view, however, of the special circumstances existing at the present time, His Majesty’s Government in the United Kingdom will interpret their obligations under Article XVI of the Covenant in accordance with the following propositions, which apply equally to the case where Article XVI becomes applicable by virtue of paragraph 3 of Article XVII:

1. The circumstances in which occasion for international action under Article XVI may arise, the possibility of taking such action and the nature of the action to be taken cannot be determined in advance; each case must be considered on its merits. In consequence, while the right of any Member of the League to take any measures of the kind contemplated by Article XVI remains intact, no unconditional obligation exists to take such measures.

2. There is, however, a general obligation to consider, in consultation with other Members of the League, whether, and if so how far, it is possible in any given case to apply the measures contemplated by Article XVI and what steps, if any, can be taken in common to fulfil the objects of that Article.

3. In the course of such consultation each Member of the League would be the judge of the extent to which its own position would allow it to participate in any measures which might be proposed, and in doing so it would no doubt be influenced by the extent to which other Members were prepared to take action.

4. The foregoing propositions do not in any way derogate from the principle, which remains intact, that a resort to war, whether immediately affecting any of the Members of the League or not, is a matter of concern to the whole League and is not one regarding which Members are entitled to adopt an attitude of indifference.”

While there was general agreement that, in the present circumstances of the League, sanctions under Article XVI had in practice acquired a non-obligatory character, the discussions that followed gave rise to the expression of widely divergent points of view both as respects the essential principles of the League and the legal and moral obligations of membership.



The Union of South Africa, India, Irak, Turkey and Lithuania expressed general agreement with the interpretation put forward by the delegate of the United Kingdom. Certain other delegations gave more qualified approval.

The "Oslo Group"—Norway, Sweden, Denmark, Netherlands, Belgium, Luxembourg and Finland—set forth their own interpretation of the Article, taking the position that the system of sanctions as a result of present circumstances and the practice followed in recent years has acquired a non-obligatory character and that it should be recognized that all Members of the League have the right to decide whether or not they would apply the sanctions provisions of the Covenant in any particular case. Latvia, Estonia and Poland generally associated themselves with this view.

Mr. Lapointe, speaking for Canada, expressed agreement with the view that as a result of present circumstances and the practice followed in recent years, the system of sanctions set forth in Article XVI had acquired a non-obligatory character and called attention to the statements respecting Canada's position on this question made by the Prime Minister before the Seventeenth Assembly in 1936 and on May 24, 1938, in the Parliament of Canada. In considering the interpretation of Article XVI it was necessary to take into account the developments which have taken place since the League was founded and the realities of the existing situation. The substantial universality contemplated in the Covenant and essential for the effective working of the League had never been attained. In this respect, indeed, the situation was now less promising than at any time since the League was first established. Article VIII respecting disarmament had never been implemented. Article XIX, providing for peaceful change through the revision of treaties that have become inapplicable and the removal of conditions that constitute a threat to the maintenance of peace, had never been used. Clearly it would be inadmissible that Article XVI should remain operative while these important provisions of the Covenant, on which the satisfactory functioning of the League is based, were never implemented. Moreover, he pointed out, the provisions of Article XVI had never been applied in their entirety. They were but partially and temporarily employed in the conflict between Italy and Ethiopia and were never employed at all against an aggressor when the conflict took place in America or in Asia. "By actual practice and consent," he concluded, "the system of sanctions under the Covenant has ceased to have effect. Sanctions have become non-automatic and non-obligatory in character and the interpretation which has been developed as regards one region cannot be limited to that region alone."

The Irish delegate, Mr. Hearne, stated that in the opinion of his Government the provisions of Article XVI now imposed no legal or moral obligation upon any Member of the League to apply sanctions in any circumstances. They were satisfied that in the interest of the preservation of the League and the acceptance of League principles in the future, the right of each of the Member States to decide for itself whether sanctions should or should not be applied should be recognized. The policy of the Irish Government would be based upon the existence and recognition of this right.

A considerable number of countries, including France, Spain, U.S.S.R., China, New Zealand, Colombia, Bolivia, Ecuador, and Mexico, were unwilling to support any resolution or interpretation that would weaken the League or alter the structure and legal effect of the Covenant. Many countries, moreover, considered that the moment for a discussion on this question was not well chosen and participated out of courtesy to the United Kingdom. No general agreement on the terms of a resolution being practicable, it was decided to adopt a brief report noting that recourse to war against a Member of the League cannot be considered as a matter in regard to which Members are entitled to adopt an attitude of indifference, that there is general agreement that military measures contemplated in Article XVI are not compulsory, that many Members have stated

that they do not consider themselves bound to apply economic or financial measures and asking the Assembly to communicate to all Members of the League the statements made on this Article by the various delegations which took part in the discussion.

(c) *Separation of the Covenant from the Treaties of Peace*

For many years past consideration has been given to the desirability of separating the Covenant from the Treaty of Versailles, and other treaties terminating the Great War, in each of which it was incorporated. It was hoped thereby to remove the resentment felt in Germany and certain other countries against an institution so closely linked with their defeat, and to eliminate expressions in the Covenant which might contribute to estrange or induce certain States to hold aloof from the League. The question was referred by the last Assembly to a Committee of Jurists who, after studying the matter in detail, drew up a draft Protocol, the text of which was communicated to Members of the League, setting forth the formal amendments in the text of the Covenant which would be necessary to separate it from the treaties in which it was incorporated and give it a separate and independent existence. As there was a general desire to make this gesture of conciliation and as no question of principle was involved, but only one of form, the Jurists' proposal was adopted by the Committee almost without discussion.

(d) *Collaboration between the League and Non-Member States*

In recent years it has become increasingly clear that the realization of universal membership, one of the ideals of the League since its establishment, is a matter of great difficulty. Indeed, the trend of events appears to be leading rather to withdrawals from the League than to accessions to it. As the chances of obtaining the substantial universality assumed in the Covenant and necessary to the effective working of the League appear more and more remote the question of collaboration with Non-Member States becomes of special importance. A good deal of technical and non-political collaboration has been carried on with Non-Member States in recent years. With a view to further increasing and extending this technical and non-political collaboration between the League and Non-Member States, the United Kingdom delegation proposed a draft resolution asking Non-Member States for any suggestions they might feel disposed to make in order to bring about a wider development of such technical and non-political collaboration. The proposal was adopted by the Committee without discussion.

*International Assistance to Refugees.*

The problem of caring for refugees, which has occupied a prominent place in the activities of the League since its establishment in 1920, was again considered by the Sixth Committee. Earlier Assemblies, meeting in more favourable circumstances, had taken steps to liquidate, as from December 31, 1938, the two organizations established under the League to deal with refugees, namely, the Nansen International Office, assisting Russian, Assyrian, Armenian, Chaldean and Turkish refugees and those from the Saar, and the Office of the High Commissioner for refugees coming from Germany, including the territory formerly known as Austria. But while steps had thus been taken to wind up the League organizations for dealing with refugees, the refugee problem had not disappeared but had, on the contrary, become greater than ever. It was necessary, therefore, to provide for continuing the work of assistance and to arrange for establishing close co-operation with the Inter-governmental Committee recently set up at London, on the initiative of President Roosevelt, for the purpose of facilitating the emigration of political refugees from Germany and Austria.

Following the precedents established at the Sixteenth and Seventeenth Assemblies it was decided to set up a sub-committee, composed of the representatives of the Argentine Republic, Belgium, Bolivia, the United Kingdom, China, Czechoslovakia, Denmark, France, Greece, Iran, Latvia, the Netherlands, Norway, Poland, Portugal, Roumania, Switzerland, Yugoslavia and the Union of Soviet Socialist Republics, to study the various aspects of the refugee problem.

After several days spent in examining the subject in its various aspects it was decided to recommend the co-ordination into a single agency of the League services dealing with refugees, and for this purpose to appoint for a period of five years a High Commissioner with headquarters at London who would report annually to the Assembly. He would receive a salary of 45,000 Swiss francs, approximately \$10,500 per annum, and a grant from the League budget of 224,500 Swiss francs, approximately \$52,000, for administrative expenses.

The task of the High Commissioner would be to provide for the political and legal protection of the two groups of refugees above mentioned (no provision being made for other refugees) and to assist Governments and private organizations in their efforts to promote migration and permanent settlement. While empowered to accept funds from Governments and private sources the High Commissioner would not directly assist refugees but would allot such funds among organizations he considered best qualified to administer assistance. It was also recommended that he would co-operate with the Inter-governmental Committee in London respecting the admission of involuntary emigrants to countries of refuge and settlement.

When the sub-committee's report was submitted to the Sixth Committee the delegate of Norway (M. Koht) drew attention to the lack of provision for refugees other than the groups above mentioned and served notice that Norway reserved the right at a later date to raise the question of placing all political refugees, without distinction of origin, under the protection of the League. Some objection was also raised by the Latvian delegation to the employment of League funds for the remuneration of representatives of the High Commissioner abroad. Yugoslavia, Iran, Bulgaria and Egypt stated that they were not prepared to accept any more refugees. In general, however, the report met with the approval of the main Committee and was adopted unanimously after a short discussion. A few days later Sir Herbert Emerson, a former Governor of the Punjab, was appointed High Commissioner.

### *Mandates*

The Committee, as in previous years, reviewed the action of the Mandatory Powers, in the light of reports of the Mandates Commission, with respect to the territories committed to their charge. The discussion centred once again mainly on Palestine where serious disturbances still continue. Emphasis was laid on the urgent need to solve the problem of the future status of that territory—a problem that is rendered particularly complex by the importance attached, on the one hand, to a National Home for the Jewish populations scattered throughout the world and, on the other, to the safeguarding of the rights of the Arab population.

The representatives of Iraq, Ireland, Egypt and Albania strongly opposed any attempt to deal with the problem by partition.

Mr. Butler (United Kingdom) said he did not wish to reply in detail to the points raised in the discussion because the problem of Palestine was, as a whole, "sub-judice." While his Government favoured partition as the best and most hopeful solution of the problem it was not practical to take a final decision on the future policy regarding Palestine until a report had been received from the Technical Commission appointed to examine the possibilities of partition. In the meantime the Administration was doing all it could to suppress the campaign of terrorism which prevailed since last summer.

The recent political evolution of Syria and Lebanon, the other principal mandated area, was also brought up during the discussion. M. Paul-Boncour, delegate of France, assured the Committee that negotiations were progressing favourably between the French Republic, the Power entrusted with this mandate, and the Governments of Syria and Lebanon with a view to bringing about the admission of these countries to the League.

At a subsequent meeting the Norwegian delegate (Mr. Andersen), who had been appointed rapporteur, presented a resolution which was adopted by the Committee. The resolution, taking note of the work of the Mandatory Powers, and renewing the Committee's confidence in them, expressed the hope that the problems relating to Palestine may be solved in the near future, account being taken of all the legitimate interests at stake.

#### *Withdrawal of Non-Spanish Combatants from Spain*

Senor del Vayo, delegate of Spain, began the discussion on this question, which had been referred to the Committee by the Assembly, by explaining in greater detail the scope and significance of the proposal put forward on 21st September in the plenary meeting of the Assembly by Premier Negrin. He reminded the Committee that, as early as February, 1937, the Spanish Government had taken the position that the withdrawal of the foreigners fighting in Spain was an essential prerequisite to any satisfactory solution of the international difficulties to which the struggle in Spain had given rise. His Government had co-operated with the Non-Intervention Committee's proposals, whenever requested to do so, in spite of their obvious injustice to the Government side. The free and spontaneous decision of the Spanish Government to withdraw immediately all foreigners fighting in the Republican army, without distinction of nationality and including those who have acquired Spanish nationality since the beginning of the struggle, announced to the Assembly by Senor Negrin, provided a further proof of the sincere attachment of his Government to this principle.

In order to satisfy the League and through it the public opinion of the world that this decision had been fully and promptly carried out, the Spanish Government now desired to request the League to set up without delay an international committee whose sole duty would be to verify the complete withdrawal of all non-Spanish combatants engaged in fighting in Spain on the Government side. The Spanish Government would afford the Commission every guarantee, facility and assistance needful for the performance of its duty.

The proposal was discussed at two lengthy sessions of the Sixth Committee on the 28th and 29th September. Early in the discussion the United Kingdom delegate, Mr. Butler, declared that a new situation had been created by Senor Negrin's announcement. He welcomed as a valuable and significant step the withdrawal of foreigners on the Government side but contended that the work of the Non-Intervention Committee was still necessary in order to achieve withdrawal from both sides. The League, he thought, should take no action which would interfere with the execution of the Committee's plan of withdrawal. Without rejecting the possibility of the despatch of a League Commission, Mr. Butler suggested that the work might be undertaken instead by the Non-Intervention Committee. He asked that the Spanish representative give assurances that the despatch of a League Commission would not prejudice subsequent action by the Committee under the Non-Intervention Agreement. He also asked that it be made clear that, if a League Commission were sent, it should have no responsibility for the actual withdrawal and repatriation of foreigners.

Senor de Azcarate, the Spanish delegate, at once replied stating categorically that the despatch of a League Commission would not affect the subsequent execution of the plan of the London Committee. He pointed out that the plan of the Committee could be carried through far more easily if the foreigners

on the Government side had already been withdrawn and gave assurance that the duties of the League Commission would be confined solely to verification of the facts.

The French representative, M. Bibié, warmly welcomed the Spanish proposal and stated that his Government was prepared to give it its whole-hearted adhesion provided there was no interference with the Non-Intervention Committee. A number of other delegations took a similar stand. M. Litvinoff (U.S.S.R.), while favouring the proposal, took advantage of the occasion to review, in outspoken terms, the activities of the Non-Intervention Committee up to the present time.

The delegates of Albania, Poland and Portugal, however, were critical of the proposal, and were joined on the following day by the Hungarian delegate. They took the view that the question ought to be left to the Non-Intervention Committee and that the League should take no action.

Mr. Butler (United Kingdom) later intervened with a suggestion that the Committee, instead of voting on Senor Negrin's resolution, which could not secure unanimous support, should request the Council to consider the proposal, taking into account the expressions of opinion advanced during the discussion. This proposal was promptly accepted by the Spanish delegate, and was adopted by the Committee in the form of a draft recommendation that the Council would take under consideration the Spanish proposal in the light of the discussion in the Committee.

#### *The Situation in Spain*

The Committee went on to consider briefly the general situation in Spain, particularly with reference to the question of securing a peaceful settlement of the conflict. M. Koht, delegate of Norway, referred to the resolution adopted by the Committee at its meeting last year but which had subsequently been defeated in the Assembly itself by the votes of Albania and Portugal.

The first seven paragraphs of this resolution, he pointed out, had dealt with the policy of non-intervention in the Spanish conflict, but the eighth paragraph had merely been a request to the Council, in view of the provisions of Article XI of the Covenant, to follow the situation in Spain and to seize any opportunity for encouraging a solution of the conflict. He suggested that this paragraph might now be adopted as a separate Assembly resolution.

In the course of the brief discussion which followed, Mr. Butler (United Kingdom) raised the objections that the Covenant had not been drawn up with an eye to civil war, and that the application of Article XI to the Spanish situation presented special difficulties when one of the contending parties was a Government not recognized by most of the Members of the League. He fully agreed with the spirit of the Norwegian proposal but suggested that the Committee should merely express the hope that the two sides in Spain might come to a satisfactory settlement.

Senor de Azcarate, delegate of Spain, in reply, pointed out that the conflict in Spain was an internal struggle which had never been referred to the League of Nations by the Spanish Government. The one question brought before the League had been that of foreign intervention in the struggle, and the League had only been invited to collaborate in eliminating from a purely Spanish conflict the foreign elements which had intervened; the intervention of the League as a mediatory body was neither sought nor desired. The Norwegian delegate then withdrew his proposal in favour of a recommendation merely drawing the Council's attention to the discussion on this question.

## SEVENTH COMMITTEE

(Health, Opium Traffic, Intellectual Co-operation, etc.)

In view of the broadening scope of the League's activities with respect to technical, non-political questions involving international collaboration and the increased emphasis which has now come to be placed on this aspect of the League's work, it was decided this year to set up a separate Committee to deal with health, opium traffic, intellectual co-operation and a number of miscellaneous technical questions, some of which in the past had been referred to the Second and Fifth Committees. This arrangement had the added advantage of leaving the Second Committee to deal exclusively with financial and economic questions, including communications and transit, and of permitting the Fifth Committee to devote its time to purely social and humanitarian questions.

*Health Questions*

The Committee reviewed the work of the Health Organization during the year. Considerable attention was given to the special collaboration with China arranged last year as a result of the appeal of the Chinese Government for assistance in the campaign against epidemics. The Committee received a report on the missions which had been sent to China by the League and on their work in the field. Under conditions of great difficulty they have already had to combat epidemics of plague, typhus fever, cholera and dysentery. A number of speakers congratulated the Health Organization on this work and pointed out that in addition to assisting China they were also safe-guarding other countries from the spread of these epidemic diseases. The Chinese delegation on the Committee thanked a number of Governments, especially the United States, Roumanian and Turkish, which have supplied large quantities of vaccine for the use of the Mission.

The Committee then discussed more positive policies of prevention of disease, and references were again made to the work done in the field of nutrition. A number of delegates thought that the work in physical and mental fitness and housing hygiene should be given as much attention as possible, and various delegations stressed that this work should be extended to rural areas in all parts of the world. The French delegate, M. Parisot, made a statement in some detail on the objects and methods of the Health Organization and expressed the opinion that the publication of a technical chronicle of the Health Organization's work, separate from the Bulletin of the Health Organization, which is used mainly to issue reports of the technical commissions, would be desirable. The Committee concurred in this proposal and recommended its adoption by the Assembly.

*Illicit Traffic in Opium and other Dangerous Drugs*

The discussion this year centred largely about two aspects of the opium question—the proposed Convention for the Limitation and Control of the Production of Raw Opium and, secondly, the situation in the Far East.

The Advisory Committee on Opium, at its session in Geneva in May, sat as a Preparatory Committee for a Conference for the Limitation and Control of the Production of Raw Opium. The Committee had before it both the report of this Preparatory Committee and the reports submitted to the Council at their One Hundred and Second Session containing an account of the work done, the difficulties encountered and the decisions reached.

A number of delegates took part in the discussion and statements of importance were made by the delegates of China and Poland. The Chinese delegate said that in the view of his Government the purpose of the proposed

Convention should be the suppression of all non-medical uses of opium. This proposal involves a much narrower definition than some others, according to which the legalization of the use of opium for certain other purposes would be permitted.

The Polish delegate, referring to the manufacture of alkaloids from poppy straw, took the view that any attempt by the Committee to control the production of the opium poppy for purposes other than the manufacture of opium could not be justified on humanitarian grounds and would in any case be outside the competence of the Committee.

With regard to the situation in the Far East, the Committee had before it the report of the Advisory Committee, which had been submitted to the Council and had been referred to the Assembly. This report contained an extract from the minutes relating to the situation in those parts of China under the control of the Japanese forces. The discussion was opened by the delegate of the United Kingdom (Miss Ward), who drew the attention of the Committee in particular to the statements made by the United States, Canadian, Indian and Egyptian representatives. She further expressed the view that the Committee would desire that all possible necessary steps should be taken if it appeared that the report of the Advisory Committee correctly represented the situation.

The delegate of China (Mr. Victor Hoo) then made a statement on the situation in North China. He felt that in any report published by the Committee the gravity of the situation should be brought out and responsibility stated. He then reviewed the situation in terms according substantially with those used by the United States representative and others in the meetings of the Advisory Committee on 13th and 21st June last.

The delegate of Canada, Mr. Martin, who followed, pointed out that the information before the Committee made it evident that the situation in the Far East, bad as it had been a year ago, had seriously deteriorated since that time. He explained that the Canadian interest in the situation was twofold; firstly, that any such plague spot as had been revealed in the Far East was in itself a scandal; secondly, that it was a menace to other countries and particularly to Canada exposed by reason of its proximity and the existing lines of transportation. He was glad to say that as a result of disclosures in previous sessions of the Advisory Committee, the Japanese Government had taken preventive measures in Japanese territory. In that part of China controlled by the Japanese armies, however, there was no evidence that any effective steps were being taken. In his remarks he quoted from the statements of the various members of the Advisory Committee, and in conclusion the declaration made by Senator Carnoy of Belgium in that Committee, to the effect that the reply made by the Japanese representative to these allegations was far from satisfactory. Mr. Martin said that action had been taken in the past when the situation was less serious. He thought that the Committee could not take a less firm attitude than that taken by the Advisory Committee, which had laid the matter before the Council and the Assembly. He presented a draft resolution, which was approved by the Committee and subsequently adopted by the Assembly, noting that no improvement had taken place in the situation in the past year but rather that it had grown worse and associating the Assembly with the action taken by the Council on September 17th in bringing the Minutes of the Opium Advisory Committee's discussion on the situation in the Far East to the attention of the Governments of Japan, and China, and other countries concerned, and requesting these Governments to transmit their observations on the facts brought out in these discussions.

#### *Intellectual Co-operation*

The Committee considered the work of the Intellectual Co-operation Organization including a report of the session held at Geneva in July last at which the aims of the Organization were re-stated in the following words: ". . . to

serve the universal life of the mind, and by looking beyond the immediate circumstances, to prepare for its future; and, at the same time to initiate new forms of practical work calculated to improve and extend existing intellectual co-operation, to perfect the equipment placed at the disposal of intellectual workers and systematize all kinds of cultural exchanges in every possible way."

The Committee drew the attention of the Assembly to the Conventions which have been prepared under the auspices of the Intellectual Co-operation Organization relating to the protection of national artistic and historical treasures in time of war, and welcomed the calling of a diplomatic conference to conclude them.

Considerable interest was shown by delegates in questions of intellectual rights. The Committee recommended to the Assembly a resolution on the subject expressing an earnest desire for the success of the Conferences which the Belgian Government has offered to convene in 1939 for the revision of the Berne Convention on Artistic and Literary Property and the adoption of a Universal Statute on Author's Rights.

#### *Modern Means of Spreading Information in the Cause of Peace*

Under this head the Committee had before it (a) proposals of the International Committee on Intellectual Co-operation for a program of work to utilize modern means available for spreading information in the cause of peace, and (b) a request from the Diplomatic Conference, which met at Geneva September 10 to 12, 1938, to authorize the International Committee on Intellectual Co-operation to assume the task of facilitating the operation of the Convention for the International Circulation of Films of an Educational Character.

With respect to the first question attention was given to broadcasting. The Committee discussed the intention of the International Committee to make full use of national as well as international broadcasting organizations, through the National Committees on Intellectual Co-operation. The possibility of arranging for special facilities for accredited broadcasting reporters to enter foreign countries, and of securing Customs facilities for the international exchange of sound records intended for broadcasting were also discussed. It was decided that before the question of conventions on these subjects could be considered, other technical organizations of the League which share the competence in this field should be consulted. The two questions will, therefore, be referred to the next meetings of the Committee for Communications and Transit, and the Economic Committee.

As to the second question, the Convention relating to the Circulation of Films of an Educational Character, it may be recalled that the application of this Convention was originally entrusted to the International Film Institute at Rome and that, subsequent to its withdrawal from the League last year, the Italian Government dissolved the Rome Institute. It was necessary therefore to find an alternative body to undertake these duties under the Convention. The Institute of Intellectual Co-operation, it was generally agreed, was the appropriate one for this work, and the Committee recommended to the Assembly that the Institute should be empowered to act in this capacity. The proposal was agreed to by the Assembly.

#### *Housing*

The question of Housing has been before the various League organizations for a number of years and each time it has been discussed further work has been proposed by various delegations. The Eighteenth Assembly laid down a program of work which was entrusted to the Health Organization and the Committee of Statistical Experts. The discussion in a joint meeting of the Second and Seventh Committees on the subject of Housing showed a continued or even an increased interest in the subject and a great number of proposals for further studies were put forward.



Mr. Paul Martin described the difficulties with which the Canadian Government were faced because of the federal character of the Canadian constitution, but pointed out that in spite of these difficulties important steps had been taken in recent years to improve the standard of housing in Canada. He stated that the housing legislation had been designed primarily as an attack on unemployment by stimulating construction, although the social implications had not been overlooked. After describing the Canadian legislation briefly, he expressed the hope that the work that had been accomplished in the studies already prepared under the auspices of the League would be continued, and made several suggestions concerning the scope of further studies.

The various questions raised were obviously highly complex and will require a great deal of analysis and organization. The Committee pointed out in their report, however, that the public's demands are steadily increasing as conditions improve, and that there can hardly be any better justification for the work of the League in this field. In conclusion the Committee recommended a resolution to the Assembly approving the development of the work in urban and rural housing and suggesting the extension of studies of the financial aspects of town planning.

### *Nutrition*

The question of nutrition was also referred to the Second and to the Seventh Committees and discussed by them in a joint meeting. During the discussion the Committee was informed that, as a result of the recommendation of the Mixed Commission, National Nutrition Committees had been organized in nineteen countries. The increased interest of non-European Governments in the problem of nutrition was especially marked, and a number of suggestions were made by their delegations, that, in recommendations regarding dietetics, special attention should be paid to the protective foods available locally. This point was also made by the Canadian representative, Mr. Martin, who, in a brief statement to the Committee, said that the report of the Mixed Commission, in the view of the competent officers of the Canadian Government, remained the most complete general summary of the subject available. He referred to the relation between agriculture and nutrition and to the opinion of the Commission that agriculture tends to gain from improvements in nutrition. He hoped that it would be possible to extend the study of the relationship between agriculture and nutrition to overseas countries.

The Committee also noted that a meeting of representatives of National Nutrition Committees was to be held at Geneva in October and in this connection a number of delegations commented that the real nature of the people's diet, even in the most advanced countries, is still not well known and that it might be hoped that, through the meeting of the National Nutrition Committees, assistance could be given to the technical officers of the League in the conduct of an inquiry as a basis for future recommendations.

## APPROVAL BY THE ASSEMBLY OF THE COMMITTEE REPORTS

With the exception of the reports on budgetary questions, modern means of spreading information in the cause of peace, and the modification of the unanimity rule under Article XI of the Covenant, all the Committee reports were approved and the resolutions accompanying them adopted in plenary session of the Assembly without discussion.

The report of the Fourth Committee on financial questions was adopted unanimously after a slight amendment had been added limiting to one year the discontinuance of the right of League officials to receive the "present value" of an annuity under the Pensions Fund Regulations.

In connection with the report of the Seventh Committee on the Modern Means of Spreading Information in the Cause of Peace, the President read a

letter from the Spanish Delegation in which it was explained that the Spanish Government could not approve the draft resolution embodied in that report, as that draft resolution recognized to some extent a *fait accompli* on the part of the Italian Government when it abolished the International Educational Cinematographic Institute in Rome, in violation of the obligations which it had freely undertaken. For that reason the Spanish delegation would abstain from voting in the Assembly.

The resolution of the Sixth Committee providing that, in dealing with disputes brought before the League under paragraph 1 of Article XI the votes of the parties to the dispute should not be counted, was not adopted, Hungary and Poland voting against the proposal.

#### SIGNATURE OF PROTOCOL RESPECTING THE SEPARATION OF THE COVENANT FROM THE TREATIES OF PEACE

In accordance with the resolution of the Sixth Committee, approved by the Assembly, the President announced that the Protocol respecting the Separation of the Covenant from the Treaties of Peace was open for signature in the Assembly Hall. Delegates representing twenty-seven States Members of the League came to the table and signed the Protocol.

#### ADJOURNMENT OF THE SESSION

In view of the general political situation prevailing on the morning of September 30th when the Assembly completed consideration of the subjects on its Agenda, it was decided, on the proposal of the General Committee, that the Assembly should not be closed but should be adjourned.

The President, Mr. de Valera, in a brief address, summarized the work which had been accomplished during the session and declared the Assembly adjourned.

ERNEST LAPOINTE

HUME WRONG

JOSEPH T. THORSON

PAUL MARTIN

NELLIE McCLUNG

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

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GENEVA

December 11th-14th, 1939



OTTAWA  
J. O. PATENAUDE, I.S.O.  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1940

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# Report of the Canadian Delegates to the Twentieth Ordinary Assembly of the League of Nations

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GENEVA, January 4, 1940.

TO HIS EXCELLENCY

THE GOVERNOR GENERAL IN COUNCIL:

The undersigned delegates, appointed to represent Canada at the Twentieth Ordinary Session of the Assembly of the League of Nations, have the honour to report that the Assembly met at Geneva from the 11th to the 14th December, 1939. September 11 was originally the date set for the opening of the Assembly, but at the commencement of hostilities the Session was postponed indefinitely with the consent of a majority of Member States. It was later agreed that, in place of holding the Assembly, the Fourth Committee of the Nineteenth Assembly (which had adjourned but not closed its Session on September 30, 1938) should meet in Geneva on December 4 in order to examine the budget of the League of Nations for 1940 and ancillary questions. On December 3, however, the Government of Finland requested the Secretary-General forthwith to summon a meeting of the Council and Assembly in order to consider the situation arising from the invasion of Finland by armed forces of the Union of Soviet Socialist Republics. The Secretary-General, pursuant to this request and after consultation with the President of the Nineteenth Assembly, convened the Assembly for December 11.

Forty-three States Members of the League of Nations were represented. Five States Members which have given notice of their withdrawal from the League, Albania, Chile, Hungary, Peru and Spain, did not nominate delegations, although Venezuela, which has also given notice of withdrawal, sent a delegation. In addition no delegates were present from Czecho-Slovakia, Panama and the Union of Soviet Socialist Republics.

The proceedings of the Assembly were opened by the President of the Council, Count Carton de Wiart of Belgium. He said that the Assembly would have to examine certain questions which had been on its agenda for some time as well as the appeal of the Finnish Government. In view of the difficulties of the time, there was a feeling among delegates that formalities should be reduced to a minimum and that the work should be performed in as short a time as possible.

## ORGANIZATION OF THE ASSEMBLY

Mr. C. J. Hambro, President of the Norwegian Storting, was elected President of the Assembly. In inviting him to occupy the presidential chair, Count Carton de Wiart said that in existing circumstances he did not propose to follow the usual custom by which the President of the Council briefly addressed the Assembly on the state of the world; since the League was born from the suffering of mankind, it had never been through darker hours; we must believe that dawn would come and must meanwhile keep alight the torch, especially by maintaining the technical activities of the Secretariat and the work of the International Labour Office and the Permanent Court of International Justice.

Mr. Hambro, on assuming the chair, said that the Assembly had met to deal with the appeal of a Member State which, threatened by another Member State, was defending its freedom with impressive heroism. Although it was a critical hour for international co-operation, there was evidence that magnanimity among nations was still a force in the world. The Assembly must not disappoint the expectations of a small nation in distress; it must act with caution and foresight so as to be the starting point for new hopes.

The first delegates of Belgium, Canada, Egypt, France, Greece, Portugal, Switzerland and the United Kingdom were elected Vice-Presidents of the Assembly, to form with the President and the Chairmen of the chief committees the General Committee of the Assembly.

The Assembly, on the proposal of the General Committee, decided to adopt the following agenda:—

1. Dispute between the Union of Soviet Socialist Republics and Finland: Appeal of the Finnish Government.
2. Election of Non-Permanent Members of the Council.
3. Budgetary and Administrative Questions: Report of the Fourth Committee.
4. The Development of International Co-operation in Economic and Social Affairs: Report of the Special Committee.

This took the place of the agenda which had been prepared in accordance with the rules of procedure and circulated to Member States some time before the outbreak of war. The consideration of all other questions on the original agenda was postponed. It was agreed to defer the general election of the Members of the Permanent Court of International Justice; under the Statute of the Court, the present judges will continue to discharge their duties until their places are filled. The Assembly decided that it would not discuss political questions other than the question placed on its agenda.

The Assembly set up a committee, containing members from all delegations, to be charged with the examination of the fourth item on the agenda. A smaller Special Committee was appointed to consider the Finnish appeal. The Fourth Committee had already met on December 4 and had almost completed its work before the opening of the Assembly. The committees which considered the questions on the agenda were therefore as follows:—

Committee for the Examination of the Report on the Development of International Co-operation in Economic and Social Affairs, with M. Maurice Bourquin (Belgium) as Chairman.

Committee on Budgetary and Administrative Questions (Fourth Committee), with Count Carton de Wiart (Belgium) as Chairman.

Special Committee on the Appeal of the Government of Finland, with M. Caeiro da Matta (Portugal) as Chairman.

The Canadian Delegation, which consisted of Mr. Hume Wrong, Permanent Delegate of Canada to the League of Nations, and Mr. A. V. Rive, Secretary of the Permanent Delegation of Canada to the League of Nations, was represented on the General Committee, the Committee on the Finnish Appeal and the Fourth Committee by Mr. Wrong, and on the Committee on International Co-operation in Economic and Social Affairs by Mr. Rive, who also acted as substitute member of the Fourth Committee.

## THE APPEAL OF THE FINNISH GOVERNMENT

### *The Presentation of the Appeal and the Soviet Response*

The appeal of the Finnish Government was presented in a letter addressed to the Secretary-General on December 3 by M. Rudolf Holsti, Permanent Delegate of Finland to the League of Nations. This letter stated that on the morning of November 30 the U.S.S.R., with which Finland had long maintained neighbourly relations and had concluded a Pact of Non-aggression, had attacked Finnish frontier positions and open towns. The Soviet Government had both denounced the Pact of Non-aggression with Finland and had refused a Finnish proposal for mediation by a neutral power. The Finnish Government in

consequence requested the Secretary-General, in virtue of Articles 11 and 15 of the Covenant, to summon forthwith a meeting of the Council and Assembly and to ask them to take steps to end the aggression.

The Secretary-General telegraphed the text of the Finnish appeal on the day of its receipt to all Member States and requested the Members of the Council to meet in Geneva on December 9. He suggested that the Assembly should be convened on December 11, this date being later confirmed.

The Soviet Government answered the Secretary-General's telegram on December 4. M. Molotov stated in his reply that his Government considered the proposal to convene the Council and Assembly unjustified; the Soviet Union was not at war with Finland and had not threatened the Finnish nation with war; it was maintaining peaceful relations with the Democratic Republic of Finland, with which a pact of assistance had been signed on December 2; the Democratic Republic of Finland had asked the Soviet Government to assist them in liquidating as soon as possible the very dangerous seat of war created in Finland by its former rulers; the persons whom M. Holsti represented could not be regarded as mandatories of the Finnish people; if the Council and Assembly were convened at his request, the Soviet Government would be unable to take part in the proceedings; M. Holsti's letter to the Secretary-General was full of insults and calumnies against the Soviet Government and was incompatible with the respect due to the U.S.S.R.

#### *Dispute referred to Assembly by Council*

Normally the Finnish appeal would have been considered by the Council under Articles 11 and 15 of the Covenant. At the meeting of the Council on December 9, however, M. Holsti requested that the dispute should be referred by the Council to the Assembly in accordance with Paragraph 9 of Article 15, which provides for such a reference at the request of either party. By Paragraph 10 of the same Article the action and powers of the Council in such circumstances are transferred to the Assembly.

#### *Appointment of Special Committee of Assembly*

The Assembly, being thus seized of the dispute, appointed a Special Committee to consider it, after hearing a presentation of the Finnish case by M. Holsti. M. Holsti thanked States Members for the celerity with which they had answered the appeal. Soviet aggression had aroused worldwide indignation. The Soviet representatives in former Assemblies had constantly denounced aggression, declaring that it could in no circumstances be justified. He quoted extracts from a speech by M. Litvinof in the 1937 Assembly urging the League to take collective action against aggressor States. The principles professed by the Soviet Union must not be forgotten in judging their action against Finland. They now even claimed that Finland should not be allowed to present her case to the League because they had created a puppet government in a Finnish frontier village; yet the Soviet delegate in the Assembly of 1937 had declared that any assistance given to rebels against a lawful government was a flagrant violation of international law. The principles enunciated by the Soviet Government at successive Assemblies now rebounded upon themselves. Sympathy for Finland and condemnation of the Soviet Government, however, were not enough. Finland was fighting for her life as well as for the highest ideals. She was entitled to expect assistance from all civilized nations. In requesting the Assembly to meet, the Finnish Government expected it to find means to transform the world's sympathy into active help.

On the conclusion of the Finnish delegate's address a Special Committee composed as follows was appointed to consider the appeal:—

M. Costa du Rels (Bolivia), Mr. Butler (United Kingdom), Mr. Wrong (Canada), Frakhry Pasha (Egypt), M. Paul-Boncour (France), Sir Muhammad Zafrulla Khan (India), Mr. Cremins (Ireland), M. Urbye (Norway), M. da Matta (Portugal), M. Unden (Sweden), Phya Rajawangsan (Thailand), M. Benavides (Uruguay) and N. Parra-Perez (Venezuela).

*Proceedings and Report of the Special Committee*

The Special Committee, which sat in secret, at its first meeting on December 11 decided to address the following telegram to the Soviet Government:—

“The Committee set up by the Assembly, which is seized in virtue of Article 15 of the Covenant, addresses an urgent appeal to the Government of the U.S.S.R. and to the Finnish Government to cease hostilities and open immediate negotiations under the mediation of the Assembly with a view to restoring peace. Finland, which is present, accepts. Should be grateful if you would inform me before to-morrow (Tuesday) evening if the Government of the U.S.S.R. is prepared to accept this appeal and cease hostilities forthwith.”

M. Molotov replied on December 12 thanking the Committee for its kind invitation, but stating that the Soviet Government could not accept for the reasons set out in their telegram to the Secretary-General of December 4.

Paragraph 3 of Article 15 of the Covenant provides that the Assembly “shall endeavour to effect a settlement of the dispute.” The continued refusal of the Soviet Government to participate in the proceedings now made it necessary to proceed under Paragraph 4, by which, a settlement not having been effected, the Assembly was required to publish a report “containing a statement of the facts of the dispute and the recommendations which are deemed just and proper in regard thereto.” The rest of the meetings of the Special Committee were devoted to framing the report and recommendations which were adopted by the Assembly on December 14th.

The first section of the report contains a recital of the facts from the extension on October 5th by the Soviet Government of an invitation to the Finnish Government to exchange views on political questions to the recognition on December 2nd by the Soviet Government of the “Popular Government of Finland.” It is based on documents furnished by the Finnish delegation and official communiqués issued by the Soviet news agency. Where the facts are in dispute both the Finnish and Soviet versions are given. The chief events reviewed in this section are the negotiations between the two Governments which were carried on in Moscow from October 12th to November 13th, the frontier incident at Mainila on November 26th and the Soviet demands based thereon, the declaration of the Soviet Government on November 28th that they considered themselves no longer bound by their Treaty of Non-aggression with Finland, the rupture of diplomatic relations by the Soviet Government on November 29th followed immediately by the invasion of Finland on November 30th, the recognition by the Soviet Government on December 2nd of the “Popular Government of Finland” under the presidency of M. Kuusinen, and the rejection in Moscow of an offer of “good offices” by the United States which was accepted by Finland.

The second part of the report reviews the legal obligations binding the two Governments. In it the provisions of the following bilateral agreements between the U.S.S.R. and Finland are summarized: (1) the Treaty of Peace between Finland and the Soviet Union of October 14th, 1920, by which the



independence of Finland was recognized within the frontiers of the Grand Duchy of Finland; (2) a Convention of June 1st, 1922, limiting military forces and making other arrangements to ensure peace in a frontier zone between Lake Ladoga and the Arctic Ocean; (3) an exchange of notes of September 24th, 1928, appointing frontier commissioners empowered to deal jointly with any frontier incidents in the Karelian Isthmus; and (4) a Treaty of Non-aggression and Pacific Settlement of Disputes of January 21st, 1932, by which existing frontiers were guaranteed and comprehensive provision was made for the peaceful settlement of all issues. In 1934 the validity of this Treaty was extended to the end of 1945. In addition the report refers to the obligations of both countries under the Covenant of the League and the Pact of Paris of 1928, as well as under the Convention for the Definition of Aggression concluded in 1933 between the Soviet Union and various adjacent States. The purpose of this Convention was to define aggression as specifically as possible; it declared *inter alia* that the State which was the first to attack another State was the aggressor no matter what political, economic, military or other considerations were advanced; an annex specifically stated that neither the internal condition of a State nor its international conduct could justify an act of aggression against it. The third section of the report considers the attitude and acts of the two Governments in relation to the international commitments. It finds that at no stage in the dispute did the Finnish Government reject any peaceful procedure: they entered into negotiations at the request of the Soviet Government and offered to make territorial concessions; they proposed an enquiry into the Mainila incident by the frontier commissioners; they asked for the application of the conciliation procedure laid down by the Treaty of Non-aggression of 1932; they proposed neutral arbitration and accepted the United States Government's offer of good offices; they declared that they were ready to negotiate for the reciprocal withdrawal of troops in the Karelian Isthmus; after hostilities began, they attempted to propose through the Swedish Minister in Moscow the opening of fresh negotiations; finally they referred the matter to the League of Nations under Articles 11 and 15 of the Covenant.

On the other hand, the report finds that the attitude and acts of the Soviet Government were incompatible with their commitments: in spite of a guarantee of the existing frontiers they demanded the cession of Finnish territory; after the Mainila incident they proposed the unilateral withdrawal of Finnish troops from the frontier and ignored the Finnish proposal for a joint enquiry by the frontier commissioners; they declared that the Finnish Government's refusal to withdraw their troops was a menace to Leningrad and proceeded to denounce the Treaty of Non-aggression; they refused to apply the procedure of conciliation specified in that Treaty; they violated the Pact of Paris and Article 12 of the Covenant by attacking Finland in operations which constituted a resort to war under these instruments and an act of aggression under the Convention for the Definition of Aggression; finally by refusing to recognize the legitimate Government of Finland and by entering into relations with a so-called government of their own creation, they contravened not only the Covenant but also very definite obligations assumed under the Convention for the Definition of Aggression. The report concludes by stating:

"It follows from these findings that the Soviet Government has violated, not only its special political agreements with Finland, but also Article 12 of the Covenant of the League of Nations and the Pact of Paris."

The Special Committee appointed a drafting committee to frame recommendations. The proposals of the drafting committee were considered on December 13th and were adopted with certain amendments. They were in the form of a draft resolution of the Assembly. The first part of the resolution contains a condemnation of the action of the Soviet Government and an appeal

for assistance to Finland. The second part deals with the situation arising from the refusal of the Soviet Government to participate in the League proceedings. The text of the resolution is as follows:

"The Assembly

## I

Whereas, by the aggression which it has committed against Finland, the Union of Soviet Socialist Republics has failed to observe not only its special political agreements with Finland but also Article 12 of the Covenant of the League of Nations and the Pact of Paris;

And whereas, immediately before committing that aggression, it denounced, without legal justification, the Treaty of Non-aggression which it had concluded with Finland in 1932, and which was to remain in force until the end of 1945:

Solemnly condemns the action taken by the Union of Soviet Socialist Republics against the State of Finland;

Urgently appeals to every Member of the League to provide Finland with such material and humanitarian assistance as may be in its power and to refrain from any action which might weaken Finland's power of resistance;

Authorizes the Secretary-General to lend the aid of his technical services in the organization of the aforesaid assistance to Finland;

And likewise authorizes the Secretary-General, in virtue of the Assembly resolution of October 4, 1937, to consult non-member States with a view to possible co-operation.

## II

Whereas, notwithstanding an invitation extended to it on two occasions, the Union of Soviet Socialist Republics has refused to be present at the examination of its dispute with Finland before the Council and the Assembly;

And whereas, by thus refusing to recognize the duty of the Council and the Assembly as regards the execution of Article 15 of the Covenant, it has failed to observe one of the League's most essential covenants for the safeguarding of peace and the security of nations;

And whereas it has vainly attempted to justify its refusal on the ground of the relations which it has established with an alleged Government which is neither *de jure* nor *de facto* the Government recognized by the people of Finland in accordance with the free working of their institutions;

And whereas the Union of Soviet Socialist Republics has not merely violated a covenant of the League, but has by its own action placed itself outside the Covenant;

And whereas the Council is competent under Article 16 of the Covenant to consider what consequences should follow from this situation:

Recommends the Council to pronounce upon the question."

### *Demand for the Exclusion from the League of the U.S.S.R.*

Before the Special Committee had presented its report to the Assembly, several Governments had taken the position that the Soviet Union should be excluded from the League of Nations under Paragraph 4 of Article 16 of the Covenant. This paragraph states that any Member which has violated any covenant of the League "may be declared to be no longer a Member" by the unanimous vote of the Council. Throughout the proceedings no suggestion was

made that the sanctions provided for in the first three paragraphs of Article 16 should be applied against the Soviet Union, and all the speakers who referred to these provisions held that these clauses relating to sanctions were inoperative in present circumstances. Although the exclusion of a Member State is a matter for the Council alone to decide, any delegation was free to express their opinion of what the Council's decision ought to be.

Before the meeting of the Assembly the Foreign Ministers of Argentina and Uruguay had telegraphed to the Secretary-General taking the position that the Soviet Union should be expelled. On December 13 the Argentine Delegate, M. Freyre, gave at a Plenary Session of the Assembly a lengthy review of the attitude of his Government. After declaring the continued faith of the Argentine Government in the ideals of the League and referring to the position which they had assumed in other cases of aggression, he said that, though the League had lost all coercive force, there was still one gesture which it could not refuse to make unless it was prepared to resign its functions in a spirit of suicidal defeat—that gesture was the exclusion from its midst of a Member who had repudiated without the slightest scruple the essential principles of the League. He concluded by stating that the Argentine Republic could no longer consider itself a Member of the League as long as the Soviet Union was able to claim that title.

#### *Adoption by Assembly of Special Committee's Report*

The report of the Special Committee was considered by the Assembly at a Plenary Session on December 14. The first speaker was *M. da Matta* (Portugal) who strongly condemned the Soviet action in Finland and previous Soviet activities in Spain and Poland; he supported the position taken by the Argentine delegate and expressed the hope that the Council would expel the Soviet Union from the League.

*M. Tello* (Mexico), after expressing the sympathy of his Government with Finland, said that he supported the report of the Special Committee and the draft resolution but could not approve the expulsion of the U.S.S.R. from the League; he regarded this as an extreme sanction which had not been applied in previous cases of aggression; its adoption would prevent a settlement later being reached within the framework of the League.

*Sir Muhammad Zafrulla Khan* (India) in an eloquent speech gave a careful review of the history of the dispute stage by stage and noted that not one word had been said during the proceedings in defence or mitigation of the action of the Soviet Government; paying a tribute to the Finnish people, he pointed out the moderation of the Finnish request for assistance even in the time of her anguish; he urged the passage of the resolution.

The Delegate of Ecuador also spoke in favour of the adoption of the resolution.

*M. Rappard* (Switzerland) read a declaration of the Swiss Federal Council expressing sympathy and admiration with Finland and stating that the Swiss delegation would abstain from voting on the resolution solely because of the decision of the Council in May, 1938, recognizing the complete neutrality of Switzerland within the framework of the League. *M. Rappard* added that the Swiss delegation was convinced that the assistance of the technical services of the Secretariat in the organization of assistance to Finland would not involve any activity incompatible with Swiss neutrality.

*M. Champétier de Ribes* (France) said that *M. Paul-Boncour* would speak in the Council on the Finnish question and its relation to the general situation

of the world; he only wished to say in the Assembly that the French delegation supported the resolution and to pay a tribute to the spirit of collaboration and understanding shown in framing it.

*Mr. Butler* (United Kingdom) said that the report and resolution had the full support of the United Kingdom delegation; they contained practical suggestions for aiding Finland, and set forth the guilt of the aggressor in an indictment which could not be more formidable or more conclusive. The sober narrative of the report provided an interesting contrast with the propaganda spread about in certain countries, the technique of which was becoming as familiar as the technique of aggression. The aggression against Finland was the latest link in the chain of aggression in Europe, following the German attacks on the Czechs and Poles. It had aroused the indignation of almost every country in the world; it was significant that the resolution authorized the Secretary-General to enlist the co-operation of Non-Member States. That part of the resolution promising aid to Finland followed the principles advocated at the last Assembly by the United Kingdom delegation, that there should be no automatic obligation to apply sanctions even when a breach of the Covenant had been established; the obligation would remain, however, to consult with other Members and to take what steps were possible to aid the victim, each State being the judge of its own participation. Mr. Butler assured the Assembly that the Government of the United Kingdom, despite the heavy burden imposed on them by the war, would not excuse themselves from helping Finland as much as possible; certain steps had already been taken to provide the Finnish Government with material. The second part of the resolution invited the Council to draw the obvious conclusions from the report. The Soviet Union had openly flouted the Covenant. Although the integral fulfilment of the obligations of the Covenant was made difficult by the absence of important States, the Members remained the guardians of its principles and standards to the fullest extent in their power.

*Mr. Gralinski* (Poland) said that his country had a special right to make her voice heard. The Poles and the Finns had fought a bitter struggle for freedom. Finland was an example of a well-governed country and a model member of the international community. She was now the victim of barbarous aggression. Poland, which was the first country to have the courage to oppose the march of terror and destruction, could not fail to sympathize deeply in the time of her own martyrdom. The Polish Government supported the resolution and had no doubt that the Council would refuse to tolerate the presence of the Soviet Union in the League. The help of free nations for Finland would be help in the continuing struggle against aggression and barbarism.

The delegates of the Netherlands and Belgium declared their understanding that the authorization given in the resolution to the Secretary-General to lend the aid of the technical services of the Secretariat to help in organizing aid for Finland should not be considered as a collective action of the League of Nations; subject to this observation they would vote for the resolution.

*Mr. Unden* (Sweden) made a declaration on behalf of the Swedish, Danish and Norwegian delegations. He stated that these countries had collaborated closely with Finland in a firm resolution to keep apart from all alliances and groups of great powers. The aggression against Finland had nowhere aroused deeper emotion than in the other Northern countries, which could confirm that part of the report setting forth the efforts of Finland to avoid a dispute with the Soviet Union. The three delegations declared that they made every reservation in so far as the resolution involved any measure coming within the scope of the system of sanctions. They expressed the profound conviction that Finland would regain peace with her independence and liberty unimpaired.

*Mr. Feldmans* (Latvia) on behalf of the delegations of Latvia, Estonia and Lithuania said that the three delegations had taken no part in the discussion and would also abstain from voting.

*M. Wellington Koo* (China) said that under the circumstances which all present knew, the Chinese delegation would abstain from taking part in the vote.

The delegate of Bulgaria also stated that he would abstain.

The President said that he considered it unnecessary to take a vote by roll-call. The Assembly had taken note of all the statements made before it. He asked those opposed to the resolution to stand. Since no one stood, the Assembly took note of the statements, approved the report, and unanimously adopted the resolution.

*M. Holsti* (Finland) expressed to the Assembly the profound gratitude of the Finnish people. The results achieved, in the short space of three days, corresponded in the main to what Finland expected, and showed that the League's fundamental principle was still alive and strong. What was to follow would depend primarily on two factors: the technical organs of the Secretariat and the readiness of the civilized world to bring help to Finland. The competence of the Secretariat could be relied upon and the desire of civilized peoples to assist Finland was manifest.

#### *Proceedings in the Council*

The Council met on the afternoon of December 14th to consider the action which should be taken under the second part of the resolution adopted by the Assembly. The President, *M. Costa du Rels* (Bolivia), laid before the Council a draft resolution as follows:

"The Council,

Having taken cognisance of the resolution adopted by the Assembly on December 14th, 1939, regarding the appeal of the Finnish Government,

1. Associates itself with the condemnation by the Assembly of the action of the Union of Soviet Socialist Republics against the Finnish state, and

2. For the reasons set forth in the resolution of the Assembly, in virtue of Article 16, paragraph 4 of the Covenant, finds that by its act the Union of Soviet Socialist Republics has placed itself outside the League of Nations.

It follows that the Union of Soviet Socialist Republics is no longer a Member of the League."

After a short discussion the resolution was adopted unanimously, the representatives of Greece, Yugoslavia and China abstaining, and also the representative of Finland as a party to the dispute.

#### BUDGETARY AND ADMINISTRATIVE QUESTIONS

It was mentioned above that, before the Assembly was convened to consider the Finnish appeal, arrangements had been made for a meeting of the Fourth Committee of the Nineteenth Assembly in order to examine the state of the League's finances and the budget for 1940. The Committee duly met in Geneva on December 4th. The report and the accompanying resolutions were presented to the Assembly on December 14th and were unanimously adopted without discussion.

### *Financial Situation of the League*

The Fourth Committee had before it the report of the Auditor and a series of reports and proposals of the Supervisory Commission, which is charged with the supervision of the finances and administration of the League. These documents, together with the explanations offered to the Committee by the Chairman of the Supervisory Commission and the Secretary-General, revealed the deterioration in the financial situation of the League and suggested certain measures which it would be necessary to take.

For several years ending with 1937, the League's finances were in a flourishing condition and the annual accounts showed a surplus of receipts over expenditures. The accounts for 1938 closed with a very small deficit. Although expenditures have been kept well below the authorized credits, the accounts for 1939 will show a larger deficit. These deficits have been due to the failure of a number of Member States to pay their contributions, or to pay them in full, since the League budget is always framed so as to balance if all contributions are received. The main cause of the current need for economy is the decline in the number of League Members. For some years it has been a settled policy to stabilize the annual contribution of each Member at about the same figure; any reduction in the number of Members, therefore, involves a reduction in the budget approximately equal to the contributions of the States ceasing to belong to the League. Since late in 1937 seven States, including Italy and Spain from among the larger contributors, have given the required two years' notice of withdrawal from the League. The Italian notice became effective on December 10th and the notices of the other States will become effective on various dates in 1940 and 1941. In addition contributions are no longer assessed from Austria, Czecho-Slovakia and Ethiopia. In 1938 contributions were assessed from 58 States Members; in 1939 the number was 54; it will be 49 in 1940.

At the Assembly of 1938 a considerable contraction of the League's income could be foreseen, and a small Committee on Budgetary Economies was appointed to make proposals for incorporation in the budget for 1940. This committee recommended a reduction of about 20 per cent in the budget and considered that it was essential that the budget should be kept elastic in order to enable expenses to be limited to the sums actually received. A budget was drawn up in May, 1939, incorporating the recommendations of the Committee on Budgetary Economies and was circulated to Member States. After the outbreak of war, however, it became obvious that still further reductions would have to be made. The Supervisory Commission met and recommended that a revised budget should be prepared limiting expenditure in 1940 to approximately two-thirds of that authorized in the 1939 budget. Effect was given to this recommendation in the budget adopted by the Assembly.

### *The Budget for 1940*

The expenditure budget for 1940 amounts to 21,451,408 Swiss francs, which is 33.4 per cent less than the authorized budget for 1939. For convenience of comparison the estimates for 1939 and 1940 and the expenditure actually incurred in 1938 are given in Swiss francs in the following table:

	Estimates		Expenditure 1938
	1939	1940	
Secretariat.....	16,183,063	10,771,957	13,565,610
I.L.O.....	8,394,243	6,351,600	8,179,460
Permanent Court.....	2,839,689	2,383,638	2,661,703
Pensions.....	1,710,118	1,563,476	1,619,231
All other.....	3,101,899	380,737	2,154,084
<b>TOTAL.....</b>	<b>32,234,012</b>	<b>21,451,403</b>	<b>28,180,088</b>

The figures for 1940 represent the authorized expenditures for that year. The League's income, however, will only reach this total if all Member States pay their contributions in full. In present circumstances this is not at all likely to occur; and in any event the exclusion of the U.S.S.R. from the League after the adoption of the budget has already reduced the League's income in 1940 by 11½ per cent of the income budget. The report of the Fourth Committee noted that it would be necessary to keep current expenditures substantially below the level of the authorized credits. The report also directed attention to the statement of the Secretary-General to the Committee that the budget had been adjusted to wartime conditions as far as possible and that the operation could not in his view be repeated.

The budget of the Secretariat has been reduced by 33·4 per cent involving a very considerable diminution in staff. The services chiefly occupied with political questions have been drastically cut down; far the greater part of the current expenditure arises from the work of the Secretariat in the social and economic field. The budget of the International Labour Office has been cut by 24 per cent, and this also involves the suppression of a large number of posts. The budget of the Permanent Court of International Justice has been reduced by 15·3 per cent, chiefly because the President and Members of the Court have voluntarily accepted a reduced scale of salaries. The remainder of the economies in the 1940 budget have been effected by eliminating expenditures on various activities. The heading "All other" in the table given above includes for 1940 only the sums necessary for the maintenance of the Permanent Central Opium Board and the Office of the League High Commissioner for Refugees, together with a small vote for the League's wireless station.

The Fourth Committee took note with appreciation of the response of the staff of the Secretariat and International Labour Office to an appeal to them to make a voluntary contribution from their salaries. This contribution will vary from 2 per cent in the case of officials receiving the lowest salaries to 20 per cent from those in the highest grades. The sums so raised will be used for the benefit of the international organizations.

In view of the inevitable restriction in the activities of the League consequent upon the outbreak of war, it was considered desirable that there should be a reduction in 1940 in the value of the unit of contribution, which had for some years been kept stable at approximately 22,800 gold francs. Under the budget for 1940 the value of the unit will be 18,560 gold francs. Since Canada is allotted 35 units of contribution, the Canadian contribution in 1940 will be 649,633 gold francs as compared with about 780,000 gold francs in 1938 and 1939.

The discussion of the budget in the Fourth Committee was less protracted and contentious than usual. After the Secretary-General and the Chairman of the Supervisory Commission had reviewed the state of the League's finances

and explained the proposals before the Committee, only five delegates took part in the general discussion. The delegate of the United Kingdom (Sir Cecil Kisch) informed the Committee of statements recently made in the British Parliament affirming the continued moral, political, and financial support of the League by the Government of the United Kingdom; he said that his Government in order to assist in meeting the financial difficulties, would in 1940 pay their full contribution in one instalment as early as possible in the financial year, in place of paying in two instalments as heretofore; he expressed the hope that other Governments would follow this example.

The views of the Canadian delegation were expressed by Mr. Wrong who paid tribute to the patience and ingenuity of those responsible for the difficult task of reducing the League's expenditures. He said that the Canadian Government felt that each Member's contribution to the League was a very small proportion of their national budget; Canada valued highly the work of the League and International Labour Organization, especially in the social and economic field, and would continue to pay a full share of the cost so long as the work was satisfactorily performed; he would bring to the notice of his Government the intention of the United Kingdom Government to pay their contribution in one instalment early in the year, and would suggest that if possible Canada should take similar action in 1940; in the event that it should unfortunately prove necessary to reduce League expenditure still further, the Canadian Government considered that the scope of activities should be diminished rather than that the efficiency with which the activities were carried on should be impaired.

The budget of the International Labour Office was introduced in the Committee by Mr. Phelan, the Acting Director, who reviewed the activities of the International Labour Organization and the important part which they played in the industrial relations of Member States. He explained the delicate financial connection between the League of Nations and the International Labour Organization and the steps which had been taken to reach agreement on the terms of the reduced budget. He eloquently appealed to all governments to provide the financial support necessary to keep the International Labour Organization alive. The delegates of the United Kingdom and of France expressed the strong interest of their Governments in the maintenance of the activities of the Organization and their readiness to pay their share of its costs. For the first time representatives of the Employers and Workers on the Governing Body of the International Labour Office attended a meeting of the Fourth Committee, in the persons of Mr. Oersted and Mr. Hallsworth. In addressing the Committee, both emphasized the deep concern of those whom they represented that the necessary financial support should be forthcoming.

#### *Allocation of League Expenses*

The scale of allocation of League expenses had been reviewed by a small Committee appointed by the Nineteenth Assembly. In their report this Committee recommended the continuance of the present scale for the three years 1940, 1941, and 1942, subject to a few minor modifications. The report had been prepared some time before the outbreak of war, and in view of the change in circumstances the Fourth Committee agreed that the proposed scale should be adopted for the year 1940 only and that the General Committee of the Assembly should be asked to appoint an Allocations Committee which might propose changes in the scale of 1941. The Assembly concurred in these proposals.

#### *Exceptional Measures*

By a resolution of the Nineteenth Assembly, the Supervisory Commission had been endowed with special powers to make decisions on administrative and financial questions in the event of an emergency. These powers were brought



into effect by the President of the Assembly on September 2nd, 1939, and under them a number of questions which would ordinarily have been brought before the Assembly had already been decided by the Supervisory Commission. It was agreed that it was necessary to extend this emergency régime until the next meeting of the Assembly. The Assembly also confirmed the action of the Supervisory Commission in adding to its membership Count Carton de Wiart (Belgium) and M. Colijn (Netherlands).

#### *Other Questions*

The Fourth Committee approved proposals made by the Special Committee on Contributions for the cancellation of the debt to the League of certain States. The Committee was reappointed for another year by a resolution of the Assembly in which the hope was expressed that States Members would, in spite of present difficulties, testify their attachment to the League by the prompt and early payment of their contributions for 1940.

The Fourth Committee also considered at some length the conditions which should be adopted in dispensing with the services of League officials, and made a number of proposals which were approved by the Assembly for the amendment of the Staff Pensions Regulations.

### CO-OPERATION IN ECONOMIC AND SOCIAL AFFAIRS

A Special Committee to examine the development of international co-operation in economic and social affairs was set up by the Council in May, 1939, under the Chairmanship of Rt. Hon. Stanley M. Bruce. The Assembly appointed a committee on which all delegations were represented to consider the report of the Special Committee.

The Bruce Report reviews the economic and social work of the League in its broadest sense, stresses its importance, and points out the desirability of maintaining and improving co-operation with non-member States in this field. The main proposal of the report is the creation of a Central Committee for Economic and Social Questions which would direct and supervise the economic and social work. It would appoint the members of the various standing technical committees and set up new committees where necessary. This proposed Central Committee would consist in part of representatives of Member States, but a number of seats would be set aside for non-official members sitting in a personal capacity; this would allow the representation of non-member States and the inclusion in the Committee of experts whose advice would be helpful. The Central Committee would also examine the budget for economic and social work before its submission to the Supervisory Commission and to the Assembly.

The objects sought by the Report are to bring all the League's economic and social work under effective and representative supervision and to provide more co-ordinated direction. It was felt by the Bruce Committee that this would add fresh vigour and efficiency to the work and bring it into greater prominence, since it would not be overshadowed, as sometimes happens in the Council or Assembly, by questions of international policy.

The committee of the Assembly held a discussion on the Report in which various delegations expressed the views of their Governments. The Canadian Delegate (Mr. Rive) said that the Canadian Government welcomed any initiative which might tend to increase the collaboration of countries of the New World in the social and economic work of the League, which the Canadian Government regarded as most important. He supported a proposal that representatives of the Workers' and Employers' groups on the Governing Body of the International Labour Office should be named to the Central Committee, since this would help to ensure a close connection between the work of the League in this field and that of the International Labour Organization. After

a number of suggestions had been made, the Committee unanimously approved the action proposed and submitted a draft resolution to the Assembly endorsing the Report and requesting the General Committee to take the most appropriate steps for setting up the Central Committee.

The Assembly adopted this Resolution, and the question was duly referred to the General Committee which decided to set up an organizing committee. The organizing committee consists of representatives of Australia, Belgium, the United Kingdom, France, Netherlands, Norway, Portugal, Switzerland, Turkey and a Latin American State. It is hoped that the Central Committee on Economic and Social Questions may be constituted early in 1940.

#### ELECTION OF NON-PERMANENT MEMBERS OF THE COUNCIL

The terms of office of five non-permanent Members of the Council expired during the Assembly. These were Bolivia, China, Latvia, New Zealand and Sweden. Two of the seats, those held by China and Latvia, had been created in 1936 for a provisional term of three years and their renewal required the approval of the Council and Assembly.

In view of the exceptional circumstances, the Assembly decided to suspend for these elections the rule preventing re-election of a retiring Member of the Council without a previous declaration of re-eligibility by the Assembly, and also the rule requiring at least forty-eight hours' notice of all candidatures for seats in the Council and providing that the elections should not take place before the seventh day of the session. The Assembly then proceeded to fill the three regular seats by the election of the Union of South Africa, Finland and Bolivia, the re-election of which was proposed by all the Latin American delegates, and adopted a resolution approving the continuance of two provisional non-permanent seats for a further three years. The Council having concurred in this proposal, the Assembly on December 14 elected Egypt and China to the seats in question.

#### ADJOURNMENT OF THE SESSION

In view of the international situation, the Assembly decided on the proposal of the General Committee not to close its session but simply to adjourn. It also decided that the Secretary-General should be empowered to call together the General Committee of the Assembly, and that the General Committee should have authority to decide any question which the Supervisory Commission and the Secretary-General might submit to it. This proposal was adopted in order to permit major questions to be considered by a fairly representative body if it should not be found possible to hold a meeting of the Assembly or of the Council for a considerable time. The General Committee is composed of representatives of Belgium, Bolivia, Canada, Egypt, France, Greece, Norway, Portugal, Switzerland and the United Kingdom.

In declaring the Twentieth Assembly adjourned, the President said that delegates had been called to Geneva to take far-reaching and grave decisions; they had not met to pass judgment on any government or system of government, but to consider acts and to relate those acts to the principles of the Covenant; delegates had tried to act upon the principles of law and equity; they would leave the Assembly in grave anxiety for every nation, but with new hope because a Member State had applied to the League for assistance, and had not applied in vain; the development of international solidarity was the only possible road towards better international understanding; the Assembly had performed its task; delegates must hope that, when the Assembly met once more, it would be evident that the feeble efforts which they have made had not been entirely in vain.

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