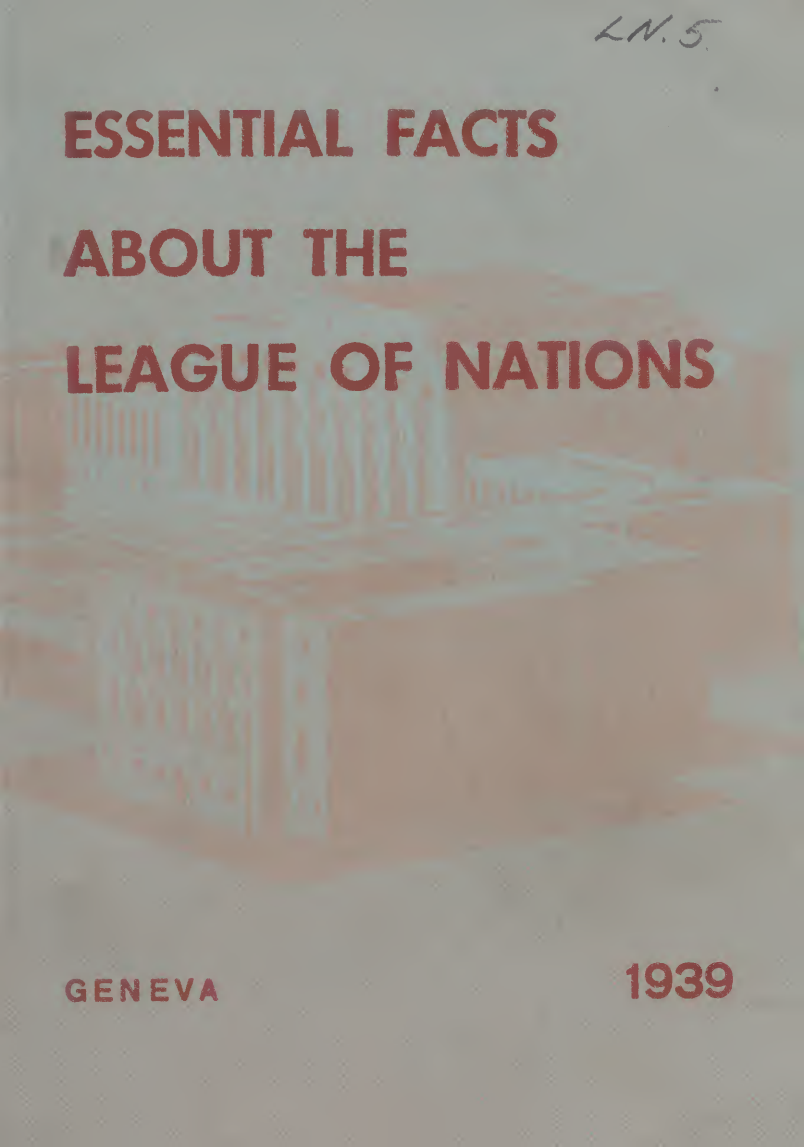


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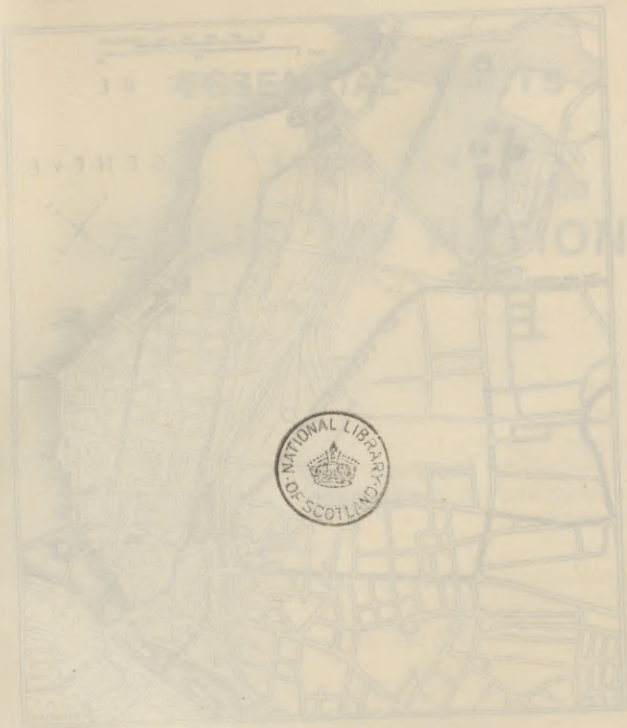
# **ESSENTIAL FACTS ABOUT THE LEAGUE OF NATIONS**



**GENEVA**

**1939**





LEADING PROPERTIES IN EDINBURGH

- 1. Leith Dock
- 2. Leith Dock
- 3. Leith Dock
- 4. Leith Dock
- 5. Leith Dock
- 6. Leith Dock
- 7. Leith Dock
- 8. Leith Dock
- 9. Leith Dock
- 10. Leith Dock



### LEAGUE PROPERTIES IN GENEVA

1. League Buildings.
2. International Labour Office.
3. Palais Wilson (former seat of the Secretariat of the League of Nations, now a centre of private international organisations).
4. "La Pelouse", the residence of the Secretary-General of the League of Nations.

Dotted area : Properties belonging to or at the disposal of the League of Nations.



**ESSENTIAL FACTS**  
**ABOUT THE**  
**LEAGUE OF NATIONS**

**TENTH EDITION**  
**(REVISED)**



**GENEVA 1939**  
**INFORMATION SECTION**

ESSENTIAL FACTS  
ABOUT THE  
**NOTE**  
LEAGUE OF NATIONS

This publication, which has been prepared by the Information Section of the League of Nations Secretariat, is not to be regarded as an official document for which the League of Nations is responsible.

Passages from the text of the Covenant of the League of Nations appear in heavy type.

The complete text of the Covenant is at the beginning of this book.

The information herein contained has been revised down to December 31st, 1938.



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**F**OR twenty years, haunted and obsessed by the thought of the last war, the States Members of the League have been trying to ensure a lasting peace by building up an international society based on law. Yet, while publicity was keeping the public's attention focussed upon the evolution of collective security, the League of Nations was gradually discovering, in the work of its technical organisations, new methods of international collaboration, without which, in my opinion, no future peace can bear its fruits.

There are too many factors of change; movements of populations; immigration; revolutions in technical processes. Constant changes in the balance between the various kinds of agricultural and industrial production, and in the respective rôles of machinery and manual work; in the organisation of labour; in the transformation of raw materials; in financial and commercial relations; in transport, aviation, wireless.

Are the adjustments to be determined by force only, or will it be recognised that they must, if we are to avoid periodic disasters, inevitably be brought within a framework of voluntary co-operation, such as is afforded by the League?

It was with great satisfaction that we received the testimony of the Secretary of State Mr. Cordell Hull, who, in his recent note to the League, stated :

“ The League has been responsible for the development of mutual exchange and discussion of ideas and methods to a greater extent and in more fields of humanitarian and scientific endeavour than any other organisation in history. The United States Government is keenly aware of the value of this type of general interchange and desires to see it extended.”

I do not wish to suggest that organised international collaboration cannot be fruitful except within the framework of the League. Certainly the League is not doomed to



remain for ever stereotyped and unchanging. The extent of its Members' obligations may vary according to political and geographical circumstances; its action, its forms and its methods of procedure have evolved and may continue to evolve. Differences of outlook or civilisation may be reconciled. Every new step in organising international relations on a basis of voluntary collaboration can only be welcomed by the League.

It is perhaps a bold thing, in this period of chaos and anguish through which the world is passing, beset with dread lest methods of violence should bring upon it a disastrous war, to set up here a monument to the League of Nations. Yet it is not a rash thing to do. I ask all nations to look upon it as evidence not merely of confidence but of faith in peaceful collaboration among the nations. Without such collaboration, civilisation to-day cannot go on; and that being so, let us not permit the League to perish, even though it stand amid ruin.

The graver the world situation, the greater will be the need for it. It will be upheld by our faith and our work.

A handwritten signature in dark ink, reading "J. Avenol". The signature is written in a cursive style and is underlined with a single horizontal stroke.

Extract from the Secretary-General's speech, read in New York at the opening of the League of Nations Pavilion at the World's Fair on May 2nd, 1939.

PART I  
THE COVENANT  
OF THE LEAGUE OF NATIONS <sup>1</sup>

PREAMBLE <sup>2</sup>

The High Contracting Parties,

In order to promote international co-operation and to achieve international peace and security

by the acceptance of obligations not to resort to war,  
by the prescription of open, just and honourable relations  
between nations,

---

<sup>1</sup> Text numbered in conformity with the resolution adopted by the seventh ordinary session of the Assembly on September 16th, 1926, and containing Article 6 as amended, in force since August 13th, 1924, Articles 12, 13 and 15 as amended, in force since September 26th, 1924, and Article 4 as amended, in force since July 29th, 1926. The texts printed in italics indicate the amendments.

<sup>2</sup> On September 30th, 1938, the Assembly voted the following amendment (not in force) to the Preamble :

The Preamble shall read as follows :

“In order to promote international co-operation and to achieve international peace and security

“ by the acceptance of obligations not to resort to war,

“ by the prescription of open, just and honourable relations between nations,

“ by the firm establishment of the understandings of international law as the actual rule of conduct among Governments, and

“ by the maintenance of justice and a scrupulous respect for all treaty obligations in the dealings of organised peoples with one another,

*“ This Covenant has been adopted for the establishment of the League of Nations.”*

by the firm establishment of the understandings of international law as the actual rule of conduct among Governments,  
and by the maintenance of justice and a scrupulous respect for all treaty obligations in the dealings of organised peoples with one another,  
Agree to this Covenant of the League of Nations.

#### ARTICLE I.<sup>1</sup>

1. The original Members of the League of Nations shall be those of the Signatories which are named in the Annex to this Covenant and also such of those other States named in the Annex as shall accede without reservation to this Covenant. Such accession shall be effected by a Declaration deposited with the Secretariat within two months of the coming into force of the Covenant. Notice thereof shall be sent to all other Members of the League.

2. Any fully self-governing State, Dominion or Colony not named in the Annex may become a Member of the League if its admission is agreed to by two-thirds of the Assembly, provided that it shall give effective guarantees of its sincere intention to observe its international obligations, and shall

<sup>1</sup> On September 30th, 1938, the Assembly voted the following amendment (not in force) to Article 1 :

Paragraph 1 shall be struck out.

Paragraph 2 shall become paragraph 1 and shall read as follows :

“ 1. Any fully self-governing State, Dominion or Colony *not being a Member of the League of Nations* may become a Member *thereof* if its admission is agreed to by two-thirds of the Assembly, provided that it shall give effective guarantees of its sincere intention to observe its international obligations, and shall accept such regulations as may be prescribed by the League in regard to its military, naval and air forces and armaments.”

Paragraph 3 shall become paragraph 2.

accept such regulations as may be prescribed by the League in regard to its military, naval and air forces and armaments.

3. Any Member of the League may, after two years' notice 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.

#### ARTICLE 2.

The action of the League under this Covenant shall be effected through the instrumentality of an Assembly and of a Council, with a permanent Secretariat.

#### ARTICLE 3.

1. The Assembly shall consist of Representatives of the Members of the League.

2. The Assembly shall meet at stated intervals and from time to time as occasion may require at the Seat of the League or at such other place as may be decided upon.

3. The Assembly may deal at its meetings with any matter within the sphere of action of the League or affecting the peace of the world.

4. At meetings of the Assembly, each Member of the League shall have one vote, and may have not more than three Representatives.

#### ARTICLE 4.<sup>1</sup>

1. The Council shall consist of Representatives of the Principal Allied and Associated Powers, together with Repre-

---

<sup>1</sup> On September 30th, 1938, the Assembly voted the following amendment (not in force) to Article 4 :

Paragraph 1 shall read as follows :

“ 1. The Council shall consist of *Members of the League of Nations entitled*

sentatives of four other Members of the League. These four Members of the League shall be selected by the Assembly from time to time in its discretion. Until the appointment of the Representatives of the four Members of the League first selected by the Assembly, Representatives of Belgium, Brazil, Spain and Greece shall be members of the Council.

2. With the approval of the majority of the Assembly, the Council may name additional Members of the League whose Representatives shall always be Members of the Council; the Council with like approval may increase the number of Members of the League to be selected by the Assembly for representation on the Council.

*2bis. The Assembly shall fix by a two-thirds majority the rules dealing with the election of the non-permanent Members of the Council, and particularly such regulations as relate to their term of office and the conditions of re-eligibility.*

3. The Council shall meet from time to time as occasion may require, and at least once a year, at the Seat of the League, or at such other place as may be decided upon.

4. The Council may deal at its meetings with any matter within the sphere of action of the League or affecting the peace of the world.

5. Any Member of the League not represented on the Council shall be invited to send a Representative to sit as a member at any meeting of the Council during the consideration

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*to a permanent seat on the Council, and of other Members entitled to a temporary seat thereon. The latter shall be selected by the Assembly from time to time in its discretion."*

Paragraph 2 shall read as follows :

*"2. In addition to the Members of the League that have a permanent seat, the Council may, with the approval of the majority of the Assembly, name additional Members of the League whose Representatives shall always be members of the Council; the Council with like approval may increase the number of Members of the League to be selected by the Assembly for representation on the Council."*

of matters specially affecting the interests of that Member of the League.

6. At meetings of the Council, each Member of the League represented on the Council shall have one vote, and may have not more than one Representative.

#### ARTICLE 5.<sup>1</sup>

1. Except where otherwise expressly provided in this Covenant or by the terms of the present Treaty, decisions at any meeting of the Assembly or of the Council, shall require the agreement of all the Members of the League represented at the meeting.

2. All matters of procedure at meetings of the Assembly or of the Council, including the appointment of Committees to investigate particular matters, shall be regulated by the Assembly or by the Council and may be decided by a majority of the Members of the League represented at the meeting.

3. The first meeting of the Assembly and the first meeting of the Council shall be summoned by the President of the United States of America.

#### ARTICLE 6.

1. The permanent Secretariat shall be established at the Seat of the League. The Secretariat shall comprise a Secretary-General and such secretaries and staff as may be required.

---

<sup>1</sup> On September 30th, 1938, the Assembly voted the following amendment (not in force) to Article 5 :

Paragraph 1 shall read as follows :

“ 1. Except where otherwise expressly provided in this Covenant or by agreements conferring certain powers on the League of Nations, decisions at any meeting of the Assembly or of the Council shall require the agreement of all the Members of the League represented at the meeting.”

2. The first Secretary-General shall be the person named in the Annex; thereafter the Secretary-General shall be appointed by the Council with the approval of the majority of the Assembly.

3. The secretaries and staff of the Secretariat shall be appointed by the Secretary-General with the approval of the Council.

4. The Secretary-General shall act in that capacity at all meetings of the Assembly and of the Council.

5. *The expenses of the League shall be borne by the Members of the League in the proportion decided by the Assembly.*

#### ARTICLE 7.

1. The Seat of the League is established at Geneva.

2. The Council may at any time decide that the Seat of the League shall be established elsewhere.

3. All positions under or in connection with the League, including the Secretariat, shall be open equally to men and women.

4. Representatives of the Members of the League and officials of the League when engaged on the business of the League shall enjoy diplomatic privileges and immunities.

5. The buildings and other property occupied by the League or its officials or by Representatives attending its meetings shall be inviolable.

#### ARTICLE 8.

1. The Members of the League recognise that the maintenance of peace requires the reduction of national armaments to the lowest point consistent with national safety and the enforcement by common action of international obligations.



2. The Council, taking account of the geographical situation and circumstances of each State, shall formulate plans for such reduction for the consideration and action of the several Governments.

3. Such plans shall be subject to reconsideration and revision at least every ten years.

4. After these plans have been adopted by the several Governments, the limits of armaments therein fixed shall not be exceeded without the concurrence of the Council.

5. The Members of the League agree that the manufacture by private enterprise of munitions and implements of war is open to grave objections. The Council shall advise how the evil effects attendant upon such manufacture can be prevented, due regard being had to the necessities of those Members of the League which are not able to manufacture the munitions and implements of war necessary for their safety.

6. The Members of the League undertake to interchange full and frank information as to the scale of their armaments, their military, naval and air programmes and the condition of such of their industries as are adaptable to warlike purposes.

#### ARTICLE 9.

A permanent Commission shall be constituted to advise the Council on the execution of the provisions of Articles 1 and 8 and on military, naval and air questions generally.

#### ARTICLE 10.

The Members of the League undertake to respect and preserve as against external aggression the territorial integrity and existing political independence of all Members of the League. In case of any such aggression or in case of any threat or danger of such aggression, the Council shall advise upon the means by which this obligation shall be fulfilled.

## ARTICLE 11.

1. Any war or threat of war, whether immediately affecting any of the Members of the League or not, is hereby declared a matter of concern to the whole League, and the League shall take any action that may be deemed wise and effectual to safeguard the peace of nations. In case any such emergency should arise, the Secretary-General shall, on the request of any Member of the League, forthwith summon a meeting of the Council.

2. It is also declared to be the friendly right of each Member of the League to bring to the attention of the Assembly or of the Council any circumstance whatever affecting international relations which threatens to disturb international peace or the good understanding between nations upon which peace depends.

## ARTICLE 12.

1. The Members of the League agree that if there should arise between them any dispute likely to lead to a rupture they will submit the matter either to arbitration *or judicial settlement* or to enquiry by the Council, and they agree in no case to resort to war until three months after the award by the arbitrators *or the judicial decision* or the report by the Council.

2. In any case under this Article the award of the arbitrators *or the judicial decision* shall be made within a reasonable time, and the report of the Council shall be made within six months after the submission of the dispute.

## ARTICLE 13.

1. The Members of the League agree that whenever any dispute shall arise between them which they recognise to be suitable for submission to arbitration *or judicial settlement*, and which cannot be satisfactorily settled by diplomacy, they

will submit the whole subject-matter to arbitration *or judicial settlement*.

2. Disputes as to the interpretation of a treaty, as to any question of international law, as to the existence of any fact which, if established, would constitute a breach of any international obligation, or as to the extent and nature of the reparation to be made for any such breach, are declared to be among those which are generally suitable for submission to arbitration *or judicial settlement*.

3. *For the consideration of any such dispute, the court to which the case is referred shall be the Permanent Court of International Justice, established in accordance with Article 14, or any tribunal agreed on by the parties to the dispute or stipulated in any convention existing between them.*

4. The Members of the League agree that they will carry out in full good faith any award *or decision* that may be rendered, and that they will not resort to war against a Member of the League which complies therewith. In the event of any failure to carry out such an award *or decision*, the Council shall propose what steps should be taken to give effect thereto.

#### ARTICLE 14.

The Council shall formulate and submit to the Members of the League for adoption plans for the establishment of a Permanent Court of International Justice. The Court shall be competent to hear and determine any dispute of an international character which the parties thereto submit to it. The Court may also give an advisory opinion upon any dispute or question referred to it by the Council or by the Assembly.

#### ARTICLE 15.

1. If there should arise between Members of the League any dispute likely to lead to a rupture, which is not submitted

to arbitration *or judicial settlement* in accordance with Article 13, the Members of the League agree that they will submit the matter to the Council. Any party to the dispute may effect such submission by giving notice of the existence of the dispute to the Secretary-General, who will make all necessary arrangements for a full investigation and consideration thereof.

2. For this purpose, the parties to the dispute will communicate to the Secretary-General, as promptly as possible, statements of their case with all the relevant facts and papers, and the Council may forthwith direct the publication thereof.

3. The Council shall endeavour to effect a settlement of the dispute, and if such efforts are successful, a statement shall be made public giving such facts and explanations regarding the dispute and the terms of settlement thereof as the Council may deem appropriate.

4. If the dispute is not thus settled, the Council either unanimously or by a majority vote shall make and publish a report containing a statement of the facts of the dispute and the recommendations which are deemed just and proper in regard thereto.

5. Any Member of the League represented on the Council may make public a statement of the facts of the dispute and of its conclusions regarding the same.

6. If a report by the Council is unanimously agreed to by the members thereof other than the Representatives of one or more of the parties to the dispute, the Members of the League agree that they will not go to war with any party to the dispute which complies with the recommendations of the report.

7. If the Council fails to reach a report which is unanimously agreed to by the members thereof, other than the Representatives of one or more of the parties to the dispute, the Members of the League reserve to themselves the right to

take such action as they shall consider necessary for the maintenance of right and justice.

8. If the dispute between the parties is claimed by one of them, and is found by the Council, to arise out of a matter which by international law is solely within the domestic jurisdiction of that party, the Council shall so report, and shall make no recommendation as to its settlement.

9. The Council may in any case under this Article refer the dispute to the Assembly. The dispute shall be so referred at the request of either party to the dispute provided that such request be made within fourteen days after the submission of the dispute to the Council.

10. In any case referred to the Assembly, all the provisions of this Article and of Article 12 relating to the action and powers of the Council shall apply to the action and powers of the Assembly, provided that a report made by the Assembly, if concurred in by the Representatives of those Members of the League represented on the Council and of a majority of the other Members of the League, exclusive in each case of the Representatives of the parties to the dispute, shall have the same force as a report by the Council concurred in by all the members thereof other than the Representatives of one or more of the parties to the dispute.

#### ARTICLE 16.

1. Should any Member of the League resort to war in disregard of its covenants under Articles 12, 13 or 15, it shall *ipso facto* be deemed to have committed an act of war against all other Members of the League, which hereby undertake immediately to subject it to the severance of all trade or financial relations, the prohibition of all intercourse between their nationals and the nationals of the covenant-breaking State, and the prevention of all financial, commercial or personal intercourse between the nationals of the covenant-

breaking State and the nationals of any other State, whether a Member of the League or not.<sup>1</sup>

<sup>1</sup> *Amendments not in force.*

(a) On September 27th, 1924, the Assembly voted the following amendment, not in force, regarding the first paragraph of Article 16 :

“The latter part of the first paragraph of Article 16 of the Covenant shall read as follows :

“ . . . which hereby undertake immediately to subject it to the severance of all trade or financial relations and to prohibit all intercourse at least between persons resident within their territories and persons resident within the territory of the covenant-breaking State, and, if they deem it expedient, also between their nationals and the nationals of the covenant-breaking State, and to prevent all financial, commercial or personal intercourse at least between persons resident within the territory of that State and persons resident within the territory of any other State, whether a Member of the League or not, and, if they deem it expedient, also between the nationals of that State and the nationals of any other State whether a Member of the League or not.”

(This amendment has obtained five ratifications and thirteen signatures.)

(b) On October 4th, 1921, the Assembly voted the following three amendments, not in force, to be inserted after the first paragraph of Article 16 :

“ 1. The second paragraph of Article 16 shall read as follows :

“ “ It is for the Council to give an opinion whether or not a breach of the Covenant has taken place. In deliberations on this question in the Council, the votes of Members of the League alleged to have resorted to war and of Members against whom such action was directed shall not be counted.”

(This amendment has obtained thirty-one ratifications and nine signatures.)

“ 2. The third paragraph of Article 16 shall read as follows :

“ “ The Council will notify to all Members of the League the date which it recommends for the application of the economic pressure under this article.”

(This amendment has obtained thirty-one ratifications and nine signatures.)

“ 3. The fourth paragraph of Article 16 shall read as follows :

“ “ Nevertheless, the Council may, in the case of particular Members, postpone the coming into force of any of these measures for a specified period where it is satisfied that such a postponement will facilitate the attainment of the object of the measures referred to in the preceding

2. It shall be the duty of the Council in such case to recommend to the several Governments concerned what effective military, naval or air force the Members of the League shall severally contribute to the armed forces to be used to protect the covenants of the League.<sup>1</sup>

3. The Members of the League agree, further, that they will mutually support one another in the financial and economic measures which are taken under this Article, in order to minimise the loss and inconvenience resulting from the above measures, and that they will mutually support one another in resisting any special measures aimed at one of their number by the covenant-breaking State, and that they will take the necessary steps to afford passage through their territory to the forces of any of the Members of the League which are co-operating to protect the covenants of the League.

4. Any Member of the League which has violated any covenant of the League may be declared to be no longer a Member of the League by a vote of the Council concurred in by the Representatives of all the other Members of the League represented thereon.

#### ARTICLE 17.

1. In the event of a dispute between a Member of the League and a State which is not a member of the League,

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paragraph, or that it is necessary in order to minimise the loss and inconvenience which will be caused to such Members.’”

(This amendment has obtained thirty ratifications and eleven signatures.)

<sup>1</sup> On September 21st, 1925, the Assembly voted an amendment, not in force, regarding the second paragraph of Article 16 :

“The Assembly adopts the following resolution, being an amendment to Article 16 of the Covenant :

“The words ‘in such case’ in the second paragraph of the original text of Article 16 of the Covenant shall be deleted.”

(This amendment has obtained four ratifications and fifteen signatures.)



or between States not members of the League, the State or States not members of the League shall be invited to accept the obligations of membership in the League for the purposes of such dispute, upon such conditions as the Council may deem just. If such invitation is accepted, the provisions of Articles 12 to 16 inclusive shall be applied with such modifications as may be deemed necessary by the Council.

2. Upon such invitation being given, the Council shall immediately institute an enquiry into the circumstances of the dispute and recommend such action as may seem best and most effectual in the circumstances.

3. If a State so invited shall refuse to accept the obligations of membership in the League for the purposes of such dispute, and shall resort to war against a Member of the League, the provisions of Article 16 shall be applicable as against the State taking such action.

4. If both parties to the dispute when so invited refuse to accept the obligations of membership in the League for the purposes of such dispute, the Council may take such measures and make such recommendations as will prevent hostilities and will result in the settlement of the dispute.

#### ARTICLE 18.

Every treaty or international engagement entered into hereafter by any Member of the League shall be forthwith registered with the Secretariat and shall as soon as possible be published by it. No such treaty or international engagement shall be binding until so registered.

#### ARTICLE 19.

The Assembly may from time to time advise the reconsideration by Members of the League of treaties which have become inapplicable and the consideration of international

conditions whose continuance might endanger the peace of the world.

ARTICLE 20.

1. The Members of the League severally agree that this Covenant is accepted as abrogating all obligations or understandings *inter se* which are inconsistent with the terms thereof, and solemnly undertake that they will not hereafter enter into any engagements inconsistent with the terms thereof.

2. In case any Member of the League shall, before becoming a Member of the League, have undertaken any obligations inconsistent with the terms of this Covenant, it shall be the duty of such Member to take immediate steps to procure its release from such obligations.

ARTICLE 21.

Nothing in this Covenant shall be deemed to affect the validity of international engagements, such as treaties of arbitration or regional understandings like the Monroe doctrine, for securing the maintenance of peace.

ARTICLE 22.

1. To those colonies and territories which as a consequence of the late war have ceased to be under the sovereignty of the States which formerly governed them and which are inhabited by peoples not yet able to stand by themselves under the strenuous conditions of the modern world, there should be applied the principle that the well-being and development of such peoples form a sacred trust of civilisation and that securities for the performance of this trust should be embodied in this Covenant.

2. The best method of giving practical effect to this principle is that the tutelage of such peoples should be entrusted to advanced nations who, by reason of their resources, their experience or their geographical position, can best undertake this responsibility, and who are willing to accept it, and that this tutelage should be exercised by them as Mandatories on behalf of the League.

3. The character of the mandate must differ according to the stage of the development of the people, the geographical situation of the territory, its economic conditions and other similar circumstances.

4. Certain communities formerly belonging to the Turkish Empire have reached a stage of development where their existence as independent nations can be provisionally recognised subject to the rendering of administrative advice and assistance by a Mandatory until such time as they are able to stand alone. The wishes of these communities must be a principal consideration in the selection of the Mandatory.

5. Other peoples, especially those of Central Africa, are at such a stage that the Mandatory must be responsible for the administration of the territory under conditions which will guarantee freedom of conscience and religion, subject only to the maintenance of public order and morals, the prohibition of abuses such as the slave trade, the arms traffic and the liquor traffic, and the prevention of the establishment of fortifications or military and naval bases and of military training of the natives for other than police purposes and the defence of territory, and will also secure equal opportunities for the trade and commerce of other Members of the League.

6. There are territories, such as South West Africa and certain of the South Pacific Islands, which, owing to the sparseness of their population, or their small size, or their remoteness from the centres of civilisation, or their geographical contiguity to the territory of the Mandatory, and other circumstances, can be best administered under the laws

of the Mandatory as integral portions of its territory, subject to the safeguards above mentioned in the interests of the indigenous population.

7. In every case of mandate, the Mandatory shall render to the Council an annual report in reference to the territory committed to its charge.

8. The degree of authority, control or administration to be exercised by the Mandatory shall, if not previously agreed upon by the Members of the League, be explicitly defined in each case by the Council.

9. A permanent Commission shall be constituted to receive and examine the annual reports of the Mandatories and to advise the Council on all matters relating to the observance of the mandates.

#### ARTICLE 23.

Subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon, the Members of the League :

- (a) will endeavour to secure and maintain fair and humane conditions of labour for men, women and children, both in their own countries and in all countries to which their commercial and industrial relations extend, and for that purpose will establish and maintain the necessary international organisations;
- (b) undertake to secure just treatment of the native inhabitants of territories under their control;
- (c) will entrust the League with the general supervision over the execution of agreements with regard to the traffic in women and children, and the traffic in opium and other dangerous drugs;
- (d) will entrust the League with the general supervision of the trade in arms and ammunition with the countries in which the control of this traffic is necessary in the common interest;

- (e) will make provision to secure and maintain freedom of communications and of transit and equitable treatment for the commerce of all Members of the League. In this connection, the special necessities of the regions devastated during the war of 1914-1918 shall be borne in mind;
- (f) will endeavour to take steps in matters of international concern for the prevention and control of disease.

#### ARTICLE 24.

1. There shall be placed under the direction of the League the international bureaux already established by general treaties if the parties to such treaties consent. All such international bureaux and all commissions for the regulation of matters of international interest hereafter constituted shall be placed under the direction of the League.

2. In all matters of international interest which are regulated by general conventions but which are not placed under the control of international bureaux or commissions, the Secretariat of the League shall, subject to the consent of the Council and if desired by the parties, collect and distribute all relevant information and shall render any other assistance which may be necessary or desirable.

3. The Council may include as part of the expenses of the Secretariat the expenses of any bureau or commission which is placed under the direction of the League.

#### ARTICLE 25.

The Members of the League agree to encourage and promote the establishment and co-operation of duly authorised voluntary national Red Cross organisations having as purposes the improvement of health, the prevention of disease and the mitigation of suffering throughout the world.

ARTICLE 26.

1. Amendments to this Covenant will take effect when ratified by the Members of the League whose Representatives compose the Council and by a majority of the Members of the League whose Representatives compose the Assembly.<sup>1</sup>

2. No such amendments shall bind any Member of the League which signifies its dissent therefrom, but in that case it shall cease to be a Member of the League.<sup>2</sup>

<sup>1</sup> *Amendments not in force.*

(a) On October 3rd, 1921, the Assembly voted the following amendment, not in force, to the first paragraph of Article 26 :

“The first paragraph of Article 26 of the Covenant shall be replaced by the following text :

“ ‘ Amendments to the present Covenant the text of which shall have been voted by the Assembly on a three-fourths majority, in which there shall be included the votes of all the Members of the Council represented at the meeting, will take effect when ratified by the Members of the League whose representatives composed the Council when the vote was taken and by the majority of those whose representatives form the Assembly.’ ”

(This amendment has obtained thirty-seven ratifications and eight signatures.)

(b) On October 3rd, 1921, the Assembly voted a resolution to insert the following new paragraph after paragraph 1 :

“If the required number of ratifications shall not have been obtained within twenty-two months after the vote of the Assembly, the proposed amendment shall remain without effect.”

(This amendment has obtained thirty-seven ratifications and seven signatures.)

<sup>2</sup> *Amendment not in force.*

On October 3rd, 1921, the Assembly voted the following amendment, not in force, regarding the second paragraph of Article 26 :

“The second paragraph of the present Article 26 shall be replaced by the two following paragraphs :

“ ‘ The Secretary-General shall inform the Members of the taking effect of an amendment.

“ ‘ Any Member of the League which has not at that time ratified the

## ANNEX TO THE COVENANT<sup>1</sup>

### *I. Original Members of the League of Nations, Signatories of the Treaty of Peace.*

United States of America.	Haiti.
Belgium.	Hejaz.
Bolivia.	Honduras.
Brazil.	Italy.
British Empire.	Japan.
Canada.	Liberia.
Australia.	Nicaragua.
South Africa.	Panama.
New Zealand.	Peru.
India.	Poland.
China.	Portugal.
Cuba.	Roumania.
Ecuador.	Serb-Croat-Slovene State.
France.	Siam.
Greece.	Czechoslovakia.
Guatemala.	Uruguay.

amendment is free to notify the Secretary-General within a year of its refusal to accept it, but in that case it shall cease to be a Member of the League.'"

(This amendment has obtained thirty-seven ratifications and seven signatures.)

<sup>1</sup> On September 30th, 1938, the Assembly voted the following amendment (not in force) regarding the Annex :

The first part of the Annex shall be omitted.



*States invited to accede to the Covenant.*

Argentine Republic.  
Chile.  
Colombia.  
Denmark.  
Netherlands.  
Norway.  
Paraguay.

Persia.  
Salvador.  
Spain.  
Sweden.  
Switzerland.  
Venezuela.

*II. First Secretary-General of the League of Nations.*

The Hon. Sir James Eric Drummond, K.C.M.G., C.B.



**PART II**  
**MEMBERS OF THE LEAGUE**

## I. STATES MEMBERS

As on December 31

1 Country.	2 Date of admission to L. o. N.	3 Area (thou- sands of sq. km.).	4 Popula- tion at end of 1936 (in millions).	5 Inhab- itants per sq. km
1. Afghanistan . . .	Sept. 27th, 1934	700	12.0	10.8
2. Union of South Africa . . . . .	Jan. 10th, 1920	1,222	9.6	7.9
3. Albania . . . . .	Dec. 17th, 1920	28	1.1	36.5
4. Argentine Re- public . . . . .	Jan. 10th, 1920	2,793	12.6	4.6
5. Australia . . . . .	Jan. 10th, 1920	7,704	6.8	0.9
6. Belgium . . . . .	Jan. 10th, 1920	30	8.3	276.7
7. Bolivia . . . . .	Jan. 10th, 1920	1,333	(a) 3.0	2.3
8. United King- dom of Great Britain and Northern Ire- land . . . . .	Jan. 10th, 1920	244	47.2	193.4
9. Bulgaria . . . . .	Dec. 16th, 1920	103	6.3	61.2
10. Canada . . . . .	Jan. 10th, 1920	(c) 9,542	11.0	1.2
11. Chile . . . . .	Jan. 10th, 1920	742	(a) 4.6	6.2
12. China . . . . .	July 16th, 1920	11,103	(a) 450.0	40.5
13. Colombia . . . . .	Feb. 12th, 1920	1,162	8.8	7.6
14. Cuba . . . . .	March 8th, 1920	114	4.4	38.6
15. Czecho-Slovakia	Jan. 10th, 1920	140	15.2	108.6
16. Denmark . . . . .	March 8th, 1920	43	3.7	86.0
17. Dominican Re- public . . . . .	Sept. 29th, 1924	50	1.5	30.0
18. Ecuador . . . . .	Sept. 28th, 1934	(a) 307	(a) 2.0	6.5
19. Egypt . . . . .	May 26th, 1937	1,000	15.6	15.6
20. Estonia . . . . .	Sept. 22nd, 1921	48	1.1	23.7
21. Ethiopia . . . . .	Sept. 28th, 1923	(a) 900	(a) 5.5	6.1

<sup>1</sup> On February 24th, 1935, Paraguay gave notice of her intention to withdraw from the League of Nations, confirmed by telegram of February 19th, 1937. The special situation of Paraguay was the subject of examination by the Assembly (document A.76.1937).

# OF THE LEAGUE <sup>1</sup>

31st, 1938

6	7	8	9
Capital.	Population of capital.	Annual contribution in gold francs (1939).	Number of units of expenditure.
Kabul	(a) 80,000	22,265.80	1
Pretoria (1931)	(b) 62,138	356,253.25	16
Tirana (1930)	30,806	22,265.80	1
Buenos Aires (1934)	2,230,946	512,114.05	23
Canberra (1933)	7,500	512,114.05	23
Brussels (1933)	891,422	423,050.70	19
La Paz (1932)	150,165	44,531.70	2
London (1931)	8,203,942	2,404,709.25	108
Sofia (1934)	287,976	89,063.30	4
Ottawa (1931)	126,872	779,303.90	35
Santiago (1930)	696,231	178,126.60	8
Nanking (1931)	633,452	935,164.70	42
Bogota (1933)	264,607	111,329.10	5
Havana (1933)	543,600	111,329.10	5
Prague (1930)	848,081	556,645.65	25
Copenhagen (1930)	617,069	267,189.95	12
Ciudad Trujillo (1932)	45,000	22,265.80	1
Quito (1932)	107,192	22,265.80	1
Cairo	1,030,000	272,279.41	12
Tallinn (1934)	135,738	66,797.50	3
Addis Ababa	(a) 60,000	44,531.70	2

(a) Estimated.

(b) White races only.

22. Finland . . . . .	Dec. 16th, 1920	388	3.6	9.3
23. France . . . . .	Jan. 10th, 1920	551	41.9	76.0
24. Greece . . . . .	Feb. 24th, 1920	130	6.9	53.1
25. Haiti . . . . .	June 30th, 1920	26	(a) 2.6	96.9
26. Hungary . . . . .	Sept. 18th, 1922	93	9.0	96.9
27. India . . . . .	Jan. 10th, 1920	4,684	374.0	79.8
28. Iran (Persia) . . . . .	Jan. 10th, 1920	1,643	(a) 15.0	9.1
29. Iraq . . . . .	Oct. 3rd, 1932	(a) 302	(a) 3.6	11.9
30. Ireland . . . . .	Sept. 10th, 1923	69	3.0	42.6
31. Italy . . . . .	Jan. 10th, 1920	310	42.8	138.1
32. Latvia . . . . .	Sept. 22nd, 1921	66	1.9	29.4
33. Liberia . . . . .	June 30th, 1920	120	(a) 2.5	20.8
34. Lithuania . . . . .	Sept. 22nd, 1921	56	2.5	44.0
35. Luxembourg . . . . .	Dec. 16th, 1920	3	0.3	116.4
36. Mexico . . . . .	Sept. 8th, 1931	1,969	19.0	9.6
37. Netherlands . . . . .	March 9th, 1920	34	8.6	252.9
38. New Zealand . . . . .	Jan. 10th, 1920	268	1.6	6.0
39. Norway . . . . .	March 5th, 1920	323	2.9	8.8
40. Panama . . . . .	Nov. 25th, 1920	84	0.5	5.7
41. Peru . . . . .	March 9th, 1920	1,249	(a) 7.0	5.6
42. Poland . . . . .	Jan. 10th, 1920	388	34.2	88.1
43. Portugal . . . . .	April 8th, 1920	93	7.3	78.5
44. Roumania . . . . .	Sept. 14th, 1920	295	19.4	65.8
45. Salvador . . . . .	March 10th, 1920	34	1.6	45.4
46. Siam . . . . .	Jan. 10th, 1920	518	13.5	26.1
47. Spain . . . . .	Jan. 10th, 1920	503	24.8	49.3
48. Sweden . . . . .	March 9th, 1920	449	6.3	14.0
49. Switzerland . . . . .	March 8th, 1920	41	4.2	102.4
50. Turkey . . . . .	July 18th, 1932	763	16.5	21.6
51. Union of Soviet Socialist Re- publics . . . . .	Sept. 18th, 1934	21,176	175.0	8.3
52. Uruguay . . . . .	Jan. 10th, 1920	187	2.1	11.2
53. Venezuela . . . . .	Jan. 12th, 1920	912	3.4	3.7
54. Yugoslavia . . . . .	May 10th, 1920	248	15.2	61.3

(a) Estimated.

Helsinki (1933)	268,592	222,658.25	10
Paris (1931)	2,891,020	1,781,266.10	80
Athens (1932)	459,211	155,860.80	7
Port-au-Prince	125,000	22,265.80	1
Budapest (1933)	1,027,106	178,126.60	8
Delhi (1931)	447,442	1,091,025.50	49
Teheran (1931)	320,000	111,329.10	5
Baghdad (1929)	287,000	66,797.50	3
Dublin (1932)	425,100	222,658.25	10
Rome (1931)	1,008,083	1,259,086.75	56.547945
Riga (1930)	377,917	66,797.50	3
Monrovia	10,000	22,265.80	1
Kaunas (1934)	102,750	89,063.30	4
Luxemburg (1930)	53,791	22,265.80	1
Mexico (1931)	1,029,068	289,455.75	13
Amsterdam (1934)	779,315	534,379.85	24
Wellington (1934)	146,800	178,126.60	8
Oslo (1930)	253,124	200,392.45	9
Panama (1930)	74,409	22,265.80	1
Lima (1931)	281,425	111,329.10	5
Warsaw (1931)	1,178,914	712,506.45	32
Lisbon (1930)	594,390	178,126.60	8
Bucharest (1930)	631,288	423,050.70	19
San Salvador (1932)	98,555	13,481.55	0.605479
Bangkok (1929)	489,488	133,594.95	6
Madrid (1933)	1,014,704	890,633.10	40
Stockholm (1933)	521,618	423,050.70	19
Berne (1930)	111,783	378,519.05	17
Ankara (1927)	74,553	222,658.25	10
Moscow (1933)	3,663,300	2,092,987.70	94
Montevideo (1934)	500,877	89,063.30	4
Caracas (1926)	135,253	89,063.30	4
Belgrade (1931)	238,775	378,519.05	17
Total...		20,426,268.41	917.153424



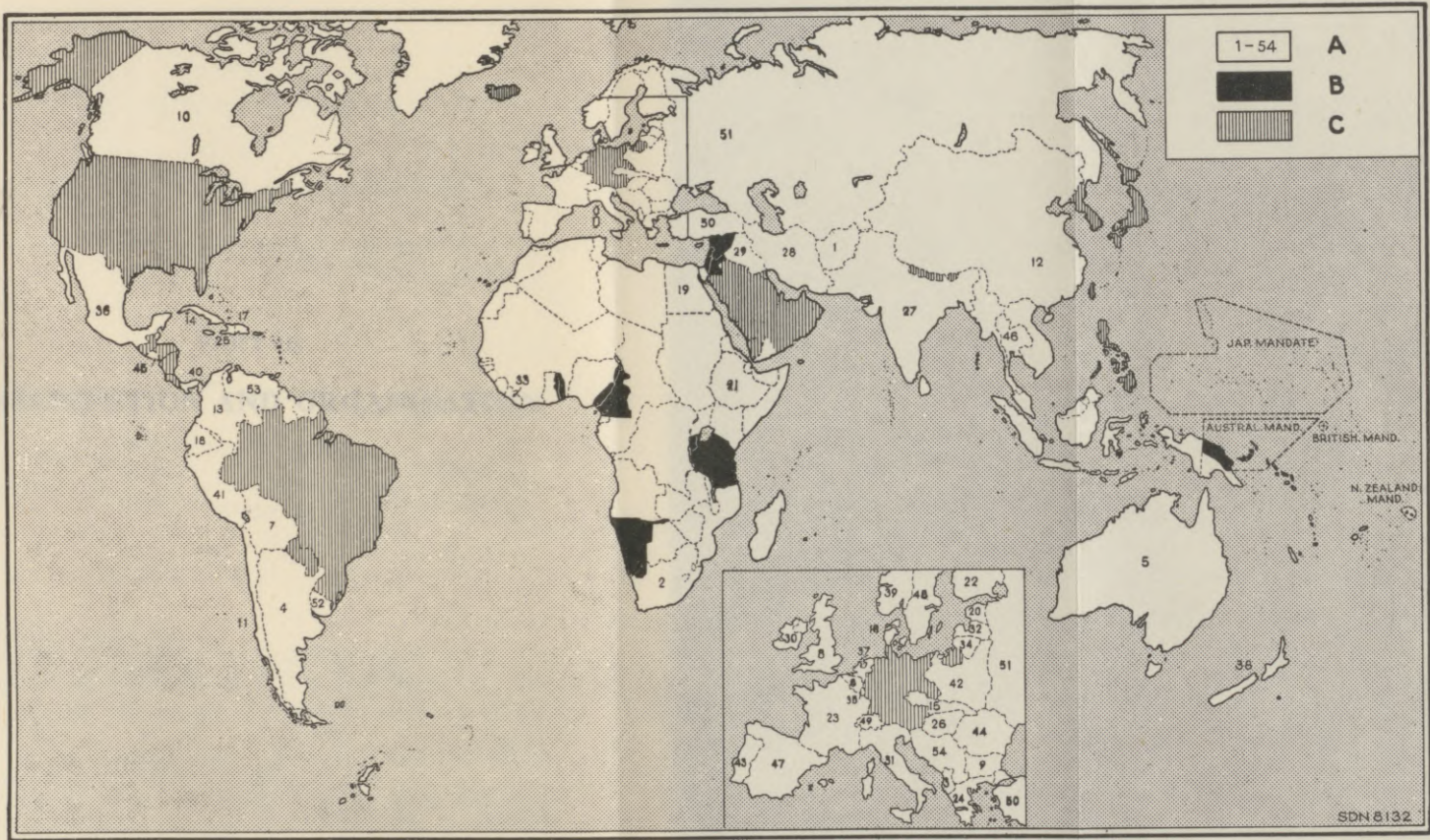
## CHRONOLOGICAL TABLE OF ADMISSION AND WITHDRAWAL OF STATES MEMBERS

Entry	States	Notice of withdrawal	Ceased to be Members
<b>1920</b>			
January 10th	South Africa Argentine Australia Belgium Bolivia United Kingdom Canada Chile Czecho-Slovakia France Guatemala India Iran Italy New Zealand Paraguay	June 2nd, 1938  May 26th, 1936  December 11th, 1937  February 24th, 1937 Confirmed by telegram of February 19th, 1937. The special situation of Paraguay was the subject of examination by the Assembly.	May 25th, 1938
January 12th January 16th February 12th February 24th March 5th March 8th	Poland Siam Spain Uruguay Venezuela Brazil Colombia Greece Norway Cuba Denmark Switzerland Netherlands Peru Sweden	July 11th, 1938 June 14th, 1926	June 13th, 1928
March 9th			

Entry	States	Notice of withdrawal	Ceased to be Members
<b>1920</b>			
March 10th March 19th April 8th May 10th June 30th	Salvador Japau Portugal Yugoslavia Haiti Liberia	August 10th, 1937 March 27th, 1933	March 26th, 1935
July 16th September 14th November 3rd	China Roumania Honduras Nicaragua	July 10th, 1936 June 27th, 1936	July 9th, 1938 June 26th, 1938
November 25th December 15th	Panama Austria	By a letter dated March 18th, 1938, the German Government informed the League that, owing to the joining of Austria to the German Reich on March 13th, 1938, that State had ceased to be a Member of the League.	
December 16th	Bulgaria Costa Rica Finland Luxemburg Albauia	December 24th, 1924	January 1st, 1927
December 17th			
<b>1921</b>			
September 22ud	Estonia Latvia Lithuania		
<b>1922</b>			
September 18th	Hungary		
<b>1923</b>			
September 10th September 28th	Ireland Ethiopia		

Entry	States	Notice of withdrawal	Ceased to be Members
<b>1924</b>			
September 29th	Dominican Republic		
<b>1926</b>			
September 8th	Germany	October 21st, 1933	October 21st, 1935
<b>1931</b>			
September 8th	Mexico		
<b>1932</b>			
July 18th	Turkey		
October 3rd	Iraq		
<b>1934</b>			
September 18th	Union of Soviet Socialist Republics		
September 27th	Afghanistan		
September 28th	Ecuador		
<b>1937</b>			
May 26th	Egypt		

# MAP OF THE WORLD



Map showing : **A.** States Members of the League of Nations (figures correspond to the numbering in the table, page 34), their colonies and dependencies, — **B.** Mandated territories, — **C.** States non-Members of the League of Nations.





PART III

CONSTITUTION AND ORGANISATION





# I. GENERAL FACTS ABOUT THE LEAGUE OF NATIONS

## Erratum.

The number of Members of the League of Nations is at present **fifty-four**, and not fifty-eight, as stated by error in the first paragraph on page 43.

The High Contracting Parties,

In order to promote international co-operation and to achieve international peace and security:

By the acceptance of obligations not to resort to war;

By the prescription of open, just and honourable relations between nations;

By the firm establishment of the understandings of international law as the actual rule of conduct among Governments;



# I. GENERAL FACTS ABOUT THE LEAGUE OF NATIONS

The League of Nations is an association of States, dominions or colonies, enjoying complete independence or autonomy, whose relations are governed by the Covenant. The League of Nations acts through an Assembly and a Council composed of representatives of Governments. Fifty-eight States are at present Members of the League, as compared with forty-one at the time of the first Assembly in 1920.

## PRINCIPLES AND POWERS OF THE LEAGUE OF NATIONS

### I. PRINCIPLES.

The Preamble to the Covenant lays down a number of fundamental principles as the basis of the Covenant, and actual rules of conduct of the Member States.

It reads as follows :

**The High Contracting Parties,**

**In order to promote international co-operation and to achieve international peace and security :**

By the acceptance of obligations not to resort to war ;

By the prescription of open, just and honourable relations between nations ;

By the firm establishment of the understandings of international law as the actual rule of conduct among Governments ;

And by the maintenance of justice and a scrupulous respect for all treaty obligations in the dealings of organised peoples with one another :

Agree to this Covenant of the League of Nations.  
(Preamble to the Covenant.)

## 2. POWERS.

The powers of the League are derived from the Covenant and the provisions to various treaties.

(a) *The Covenant*.—The same general formula is found in the third paragraph of Article 3 concerning meetings of the Assembly and the fourth paragraph of Article 4 concerning the Council. Each of those bodies “ may deal at its meetings with any matter within the sphere of action of the League or affecting the peace of the world ”.

The Covenant also deals at length with the settlement of international disputes and international co-operation in a number of different fields (economics, transport, health, etc.).

Generally speaking, therefore, the League's powers are all connected with one or other of the following objects : (1) the maintenance of peace and efforts to settle international disputes; (2) the organisation of international co-operation in the most varied fields with a view to the material and moral welfare of mankind.

(b) *Treaties other than the Covenant*.—Various treaties (peace treaties, minority treaties, the Locarno Treaty, conventions concluded under the auspices of the League of Nations, etc.) confer powers on particular organs of the League.

## THE COVENANT

The origin of the Covenant, which constitutes the fundamental charter of the League of Nations, is to be sought in the movement of opinion which made itself felt at the end of the world war and found expression in the message of

Woodrow Wilson, President of the United States of America. (See also " Historical Summary ".)

The Covenant was framed in 1919 at the Peace Conference by a Commission set up for the purpose, which drew up the twenty-six articles of which it is composed. The Covenant was inserted at the head of the several Peace Treaties. It came into force on January 10th, 1920. The principles laid down in the preamble find their application in the articles of the Covenant.

### AMENDMENT TO THE COVENANT

Amendments to the Covenant and to the Statute of the Court are voted by the Assembly.

**Amendments to the Covenant will take effect when ratified by the Members of the League whose representatives compose the Council and by a majority of the Members of the League whose representatives compose the Assembly.** (Art. 26, para. 1, Covenant.)

Certain amendments voted by the Assembly have obtained the necessary ratifications and have come into force. They are printed in italics in the text of the Covenant (see page 11).

Other amendments voted by the Assembly have not obtained the ratifications required for their entry into force. These amendments are mentioned in the notes to the articles of the Covenant to which they refer (see pages 22 and 29).

### UNIVERSALITY OF THE LEAGUE

Although it would be desirable for the League to be universal in scope, it does not necessarily include all the countries of the world.

It nevertheless has a universal mission, which is shown in the following two ways :

In the first place, membership of the League of Nations is open to any State which satisfies certain general conditions and accepts the obligations of the Covenant.

In the second place, the League has a world-wide sphere of action and is competent to deal with "any matter affecting the peace of the world" (Articles 3 and 4 of the Covenant), even when such matters concern non-member States.

## CO-OPERATION WITH NON-MEMBER STATES

There is frequent co-operation between the League and non-member States, chiefly in technical matters.

The closest relations are undoubtedly those maintained with the United States of America, which, moreover, joined the International Labour Organisation in 1934.

The question of co-operation with non-member States was examined in connection with the application of the principles of the Covenant. (See the Pardo and Cranborne reports, and the Assembly resolutions of October 4th, 1937,<sup>1</sup> and September 30th, 1938<sup>2</sup>).

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<sup>1</sup> "Whereas the covenants of a universal tendency aiming at the pacific settlement of international disputes, by which the State 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 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, 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 Maintenance of Peace, which met at Buenos Aires on December 1st, 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 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 above-mentioned covenants, the common aim of which is to maintain peace."

<sup>2</sup> "The Assembly,

"Having noted the report submitted to it by the Committee of Twenty-eight on the Application of the Principles of the Covenant concerning the collaboration of non-member States in the work of the League;

"Recognising that since the foundation of the League a series of technical

## ADMISSION TO THE LEAGUE

The original Members of the League of Nations shall be those of the Signatories which are named in the Annex to this Covenant and also such of those other States named in the Annex as shall accede without reservation to this Covenant. Such accession shall be effected by a Declaration deposited with the Secretariat within two months of the coming into force of the Covenant. Notice thereof shall be sent to all other Members of the League. (Art. 1, para. 1, Covenant.)

Any fully self-governing State, Dominion or Colony not named in the Annex may become a Member of the League if its admission is agreed to by two-thirds of the Assembly, provided that it shall give effective guarantees of its sincere intention to observe its international obligations, and shall accept such regulations as may be prescribed by the League in regard to its military, naval and air forces and armaments. (Art. 1, para. 2, Covenant.) (*See also* : Member States, p. 34.)

A distinction must therefore be made between original Members, and Members subsequently admitted.

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and non-political activities have been established of which the scope is in some cases world wide :

“Re-affirms with approval that it has been the consistent policy of the League to invite the collaboration of non-member States in such work;

“Notes with satisfaction that the response to this invitation has steadily increased;

“Believes that it is in the universal interest that such collaboration be developed;

“Considers that any comment or suggestion for the wider development of such technical and non-political collaboration which non-member States may care to make would be welcomed by the Members of the League represented at the Assembly;

“Requests the Secretary-General to transmit this resolution to non-member States.”



## I. ORIGINAL MEMBERS

The original Members whose entry into the League did not necessitate the taking of a vote fall into two categories : first, those *signatories of the Covenant* which also ratified it; a list of these was given in the Annex to the Covenant; secondly, *invited States*, a list of which was also given in the Annex. The latter were to accede to the Covenant by means of a declaration, deposited with the Secretariat within two months from the date on which the Covenant entered into force. These States, of which there were thirteen, all became Members of the League.

On September 26th, 1933, the *Argentine Republic*, which had not been represented in the Assembly since the withdrawal of its delegation at the first session in 1920, intimated that the Argentine Parliament had approved the Covenant.

*Columbia* acceded to the Covenant subject to a reservation to the effect that it did not thereby recognise the independence of the Republic of Panama.

On September 27th, 1934, *Ecuador* signified her adherence to the Covenant, which she had not previously ratified.

*Spain*, which had given notice on September 8th, 1926, of withdrawal from the League, announced on March 22nd, 1928, that she proposed to remain a Member.

The *United States of America* has not ratified any of the treaties in which the League Covenant is incorporated. It is not therefore at present a Member of the League.

The *Hedjaz* has not ratified any of the Treaties of Peace incorporating the Covenant, and is therefore not a Member of the League.

On May 5th, 1934, *Mexico*, which on December 14th, 1932, had given notice of withdrawal, announced her intention of remaining a Member of the League.

*Switzerland*, invoking her traditional neutrality, declared, in statements dated August 4th, 1919, and January 13th, 1920, which were accepted by the Council on February 12th, 1920,

that she would not consider herself bound to participate in military action undertaken by the League of Nations. Later, on May 14th, 1938, the Council, in presence of a memorandum from the Swiss Government, took note of Switzerland's intention not to participate any longer in any manner in the putting into operation of the provisions of the Covenant relating to sanctions.

## 2. MEMBERS SUBSEQUENTLY ADMITTED

All States other than the original Members may, if they fulfil certain conditions, be admitted to the League by a vote of two-thirds of the Assembly.

The States admitted to the League under Paragraph 2 of Article 1 are eighteen in number.

On September 30th, 1938, the Assembly of the League voted an amendment (not in force) for the deletion of paragraph 1 of Article 1. The Assembly's object in so doing was to remove all traces of the differentiation, as between original Members and States admitted to membership, which was consequential upon the events of the Great War.

## WITHDRAWAL FROM THE LEAGUE

### 1. VOLUNTARY WITHDRAWAL

There are two kinds of voluntary withdrawal :

(a) Any Member of the League may, after two years' notice 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. (Art. 1, para. 3, Covenant.)

Countries which have left the League under the above paragraph are as follows :

*Germany* gave notice of withdrawal from the League on October 21st, 1933, and ceased to be a Member on October 21st, 1935.

*Brazil* notified the League on June 14th, 1926, of her intention to withdraw, and ceased to be a Member on June 13th, 1928.

*Costa Rica* joined the League on December 16th, 1920, gave notice of withdrawal on December 24th, 1924, and ceased to be a Member of the League on January 1st, 1927.

*Guatemala* gave notice of withdrawal from the League on May 26th, 1936, and ceased to be a Member on May 25th, 1938.

*Honduras* gave notice of withdrawal from the League on July 10th, 1936, and ceased to be a Member on July 9th, 1938.

*Japan* gave notice of withdrawal from the League on March 27th, 1933, and ceased to be a Member on March 26th, 1935.

*Nicaragua* gave notice of withdrawal from the League on June 27th, 1936, and ceased to be a Member on June 26th, 1938.

*Paraguay* gave notice of withdrawal on February 24th, 1935, confirmed by telegram of February 19th, 1937. The special situation of Paraguay was the subject of examination by the Assembly (documents A.76.1937 and A.72.1938).

In addition the following States have intimated their intention of withdrawing, but as the two years period of notice has not yet expired, they still rank as Members of the League :

*Chile* (June 2nd, 1938);

*Italy* (December 11th, 1937);

*Salvador* (August 10th, 1937);

*Venezuela* (July 11th, 1938).

The German Government, by letter dated March 18th, 1938, informed the Secretary-General of the League that, owing to the joining of *Austria* to the German Reich on March 13th, 1938, that State had ceased to be a Member of the League.

**(b) No amendments to this Covenant shall bind any Member of the League which signifies its dissent therefrom, but in that case it shall cease to be a Member of the League. (Art. 26, para. 2, Covenant.)**

This provision has never been applied.

## 2. EXCLUSION

**Any Member of the League which has violated any covenant of the League may be declared to be no longer a Member of the League by a vote of the Council concurred**

in by the Representatives of all the other Members of the League represented thereon. (Art. 16, para. 4, Covenant.)

This provision has never been applied.

### SEAT OF THE LEAGUE

The Seat of the League is established at Geneva. (Art. 7, para. 1, Covenant.)

The Council may at any time decide that the seat of the League shall be established elsewhere. (Art. 7, para. 2, Covenant.)

### THE UNANIMITY RULE

Except where otherwise expressly provided in the Covenant or by the terms of the Peace Treaties, decisions at any meeting of the Assembly or of the Council shall require the agreement of all the Members of the League represented at the meeting. (Art. 5, para. 1, Covenant.)

All matters of procedure at meetings of the Assembly or of the Council, including the appointment of Committees to investigate particular matters, shall be regulated by the Assembly or by the Council and may be decided by a majority of the Members of the League represented at the meeting. (Art. 5, para. 2, Covenant.)

The unanimity rule tends to give great weight to decisions of the organs of the League. Its obvious inconvenience is that it renders a decision more difficult or even impossible. But, in practice, the unanimity rule has not been an obstacle to the working of the League.

In fact, despite the existence of the rule, decisions tend to reflect the diversity of opposing policies. The solution ultimately reached by unanimity is fairly often a compromise which does not entirely satisfy either the majority or the minority. If they were rendered by a court, such compromise

solutions would be open to criticism; but neither the Council nor the Assembly is a judicial body. They are political organisms whose chief task is to find practical solutions within the Covenant, by means of conciliation, for international political problems.

## I. SCOPE OF THE RULE

1. The strictness of the unanimity rule is alleviated in the League constitution by two other rules. The unanimity in question is that of the Members represented at the meeting (Art. 5, para. 1, Cov.). Those absent are therefore not an obstacle to unanimity. Moreover, Members who are represented but who on a vote declare that they abstain are deemed to be absent. (*See* Assembly Rules, Art. 19, para. 5; Council Rules, Art. IX.)

2. As regards the question whether the parties' votes are to be counted in calculating the unanimity, their votes are definitely excluded in the case of procedure under Article 15 (para. 6), while Article 16 (para. 4) provides that any Member of the League may be declared no longer a Member by all the other Members of the Council (other than the party concerned).

But in other very important cases (Art. 10; Art. 11, para. 1; Art. 13, para. 4; Art. 16, para. 2; Art. 19) the Covenant is silent as to whether the parties are to be counted or not in calculating unanimity.

Some argue *a contrario* that, where the Covenant has not expressly excluded the votes of the parties, they must be counted in reckoning unanimity. But others hold that the parties' votes must be excluded; for, if not, several articles of the Covenant would become inapplicable. For evidently it cannot be hoped to obtain the consent of the State against whom measures of pressure or sanctions are to be adopted.

In 1938, a draft resolution, the result of a proposal submitted by the United Kingdom, designed to exclude the votes of the

parties where a decision to apply paragraph 1 of Article XI was in question, was put to the vote in the Assembly. Two votes having been cast against, the draft resolution was not adopted (see page 61).

## 2. EXCEPTIONS TO THE RULE

1. "Except where otherwise expressly provided in this Covenant or by the terms of the present Treaty . . . decisions shall require the agreement of all the Members of the League represented at the meeting." (Treaty of Versailles and corresponding provisions of the other Peace Treaties.)

2. Special exceptions in the Covenant itself; these are four in number.<sup>1</sup>

3. A general exception concerning questions of procedure at meetings of the Assembly and the Council (Art. 5, para. 2, Covenant). It is laid down that "the appointment of committees to investigate particular matters" is a question of procedure.

The distinction between questions of substance and of procedure is sometimes easy and at other times delicate.

## DIPLOMATIC PRIVILEGES AND IMMUNITIES

### Representatives of the Members of the League and officials of the League when engaged on the business

<sup>1</sup> Art. 1, para. 2.—The admission of new members to the League is to be agreed to by a majority of two-thirds.

Art. 4, para. 2 *bis*.—The Assembly shall fix by a two-thirds majority the Rules dealing with the election of the non-permanent members of the Council.

Art. 15, para. 10.—Where the procedure laid down in Art. 15 is applied, a report made by the Assembly, if concurred in by the Members of the League represented on the Council and by a majority of the other Members of the Assembly, has the same force as a report unanimously adopted by the Council.

Art. 26.—This article, which deals with amendments to the Covenant, is not an exception to the unanimity rule, but even provides that the amendments shall come into force only when ratified by the Members of the League composing the Council and by a majority of the others.



of the League shall enjoy diplomatic privileges and immunities. (Art. 7, para. 4, Covenant.)

## OFFICIAL LANGUAGES

The official languages are French and English. Every representative who wishes to speak in another language must provide for the translation of his speech into French or into English.

Any Member of the League is entitled to request that the documents and publications of the League shall be regularly translated, printed and circulated in a language other than French or English, provided that it is prepared to bear the cost.

## THE COVENANT AND THE OTHER INTERNATIONAL OBLIGATIONS OF MEMBERS OF THE LEAGUE

The Members of the League severally agree that this Covenant is accepted as abrogating all obligations or understandings *inter se* which are inconsistent with the terms thereof, and solemnly undertake that they will not hereafter enter into any engagements inconsistent with the terms thereof. (Art. 20, para. 1, Covenant.)

In case any Member of the League shall, before becoming a Member of the League, have undertaken any obligations inconsistent with the terms of this Covenant, it shall be the duty of such Member to take immediate steps to procure its release from such obligations. (Art. 20, para. 2, Covenant.)

Nothing in this Covenant shall be deemed to affect the validity of international engagements, such as treaties of arbitration or regional understandings like the Monroe doctrine, for securing the maintenance of peace. (Art. 21, Covenant.)



Article 21 of the Covenant has been the subject of an exchange of communications between the Government of Costa Rica and the Council of the League (in 1928). Declarations were also made on the subject by the United States of Mexico (September 10th, 1931) and the Argentine (September 26th 1933.)

## WORKING AND ORGANISATION

**The action of the League under this Covenant shall be effected through the instrumentality of an Assembly and of a Council, with a permanent Secretariat.** (Art. 2, Covenant.)

The Council and the Assembly have each special powers and duties (see pages 63 and 76). The Permanent Secretariat is an executive body. It has at its head a Secretary-General.

The League is assisted in its work by the subsidiary organisations provided for in the Covenant (such as the Permanent Mandates Commission) or set up by the Assembly and the Council (such as the Economic and Financial Organisation) (see page 97, list of subsidiary organisations).

Various special autonomous institutions—the International Institute of Intellectual Co-operation (Paris), the International Institute for the Unification of Private Law (Rome), and the International Centre for Research on Leprosy (Rio de Janeiro)—should likewise be mentioned.

Attached to the League are two other highly important bodies, the Permanent Court of International Justice and the International Labour Organisation.

## II. THE QUESTION OF THE REFORM OF THE LEAGUE

The Assembly of the League of Nations, at an extraordinary session (July 1936) held to examine the situation resulting from the Italo-Ethiopian conflict, thought that it would be advisable to enquire into the reasons why the Covenant of the League had not been fully applied in the past. Work connected with this question went on from that date until September 1938.

On July 4th, 1936, it adopted a recommendation in which, after declaring its firm attachment to the principles of the Covenant, it requested the Council to invite Governments to send in "any proposals they may wish to make in order to improve, in the spirit and within the limits laid down . . . the application of the principles of the Covenant".

At its next ordinary session, three months later, the Assembly, after taking cognisance of the written communications and declarations of the various Governments, decided, by a resolution of October 10th, 1936, to set up a Committee of Enquiry of twenty-eight members to examine the Governments' proposals and draw up a report embodying its own recommendations for submission to the Governments.

On January 26th, 1937, the Council of the League requested the *Committee of Twenty-eight* to study a further question—namely, "in what circumstances and subject to what conditions an advisory opinion may be requested under Article 14 of the Covenant".

At its *first session* (December 14th-17th, 1936) the Committee of Twenty-eight drew up its plan of work and a list of questions, the examination of which was entrusted to

various Rapporteurs. Most of the latter completed their tasks during 1937.<sup>1</sup>

At its *second session* (September 1937) the Committee discussed three questions: the separation of the Covenant of the League of Nations from the Peace Treaties, the co-ordination of pacts, the universality of the League.

At the *third session* (January 31st-February 2nd, 1938) a full discussion took place of Lord Cranborne's report on the participation of all States in the League. The idea of universality and that of collective security were both discussed, and somewhat markedly divergent views emerged. In a short report, the Committee refrained from taking sides and merely submitted the Rapporteurs' reports and the Minutes of the session.

The *League Assembly* (September 1938).—The question of the application of the principles of the Covenant was discussed by the Sixth Committee. Four aspects were considered: what is known as the question of the separation of the Covenant from the Peace Treaties, collaboration between the League and non-member States, questions relating to Article 16 and the question of Article 11 of the Covenant.

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<sup>1</sup> The following is a list of the reports published, with date and Rapporteur responsible:

1. Participation of all States in the League—September 8th, 1937—Lord Cranborne.
2. Co-operation between the League and Non-member States—September 8th, 1937—Lord Cranborne.
3. Co-ordination of the Covenant of the League, the Pact of Paris and the Saavedra Lamas Pact—April 30th, 1937—M. Pardo (the Argentine).
4. Regional or Continental Organisation of the League of Nations—August 17th, 1937—M. Boris Stein (U.S.S.R.).
5. Choice of Methods to be adopted for the Application of the Principles of the Covenant—September 8th, 1937—M. Umaña-Bernal (Colombia).
6. Article 10 of the Covenant—September 8th, 1937—M. Entezam (Iran).
7. Article 11 of the Covenant—August 3rd, 1937—M. Undén (Sweden).
8. Article 16 of the Covenant: General Obligations—August 7th, 1937—M. Rutgers (Netherlands).
9. Article 16 of the Covenant: Regional Pacts of Mutual Assistance—August 5th, 1937—M. Paul-Boncour (France).

## RESULTS OF THE WORK CONNECTED WITH THE APPLICATION OF THE PRINCIPLES OF THE COVENANT

### I. SEPARATION OF THE COVENANT FROM THE PEACE TREATIES

On September 11th, the Committee of Twenty-eight requested a committee of ten jurists to suggest means of carrying out such a separation.

The Committee of Jurists proposed, in the first place, that certain Articles of the Covenant should be amended—viz., the Preamble, Article 1 (paragraphs 1 and 2), Article 4 (paragraphs 1 and 2), Article 5 (paragraph 1), and the Annex, with a view to eliminating certain expressions which recalled the divisions of the great war. In the second place, the Committee prepared a draft resolution for the Assembly, declaring that the Covenant had “an independent existence”—*i.e.*, an existence distinct from that of the Peace Treaties—and recapitulating the evidence of such independent existence.

The Committee of Twenty-eight transmitted the report of the Committee of Jurists to the various Governments.

On September 30th, 1938, the Assembly adopted the two above-mentioned draft resolutions of the Committee of Jurists. The Protocol of signature of those amendments<sup>1</sup> to the Covenant had, by December 31st, 1938, been signed on behalf of 42 countries.

### 2. THE CO-ORDINATION OF COVENANTS

The instruments concerned are, on the one hand, the Pact of Paris of August 27th, 1928 (the Briand-Kellogg Pact), and the Treaty of Non-Aggression and Conciliation signed at Rio de Janeiro on October 10th, 1933 (Saavedra Lamas Pact), and, on the other hand, the Covenant of the League of Nations.

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<sup>1</sup> For the text of these amendments, see page 11.

A draft declaration for adoption by the Assembly, submitted by the Argentine Government, was referred to the Committee of Twenty-eight, and approved by that body. It was finally adopted by the Assembly in a resolution of October 4th, 1937, whereby :

“ The Assembly declares 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 above-mentioned covenants, the common aim of which is to maintain peace.”

The declaration was designed to facilitate co-operation in the maintenance of peace between Member States and non-member States bound either by the Pact of Paris of April 27th, 1928, or by the Argentine Treaty of August 20th, 1933, or by both those instruments.

### 3. COLLABORATION BETWEEN THE LEAGUE AND NON-MEMBER STATES

On September 30th, 1938, the Assembly adopted a resolution in favour of such collaboration.<sup>1</sup>

The resolution re-affirmed that it had been the consistent policy of the League to invite the collaboration of non-member States, noted with satisfaction that the response to this invitation had steadily increased, considered that any comment or suggestion for the wider development of such technical and non-political collaboration which non-member States might care to make would be welcomed by the Members of the League, and requested the Secretary-General to transmit the resolution to non-member States.

<sup>1</sup> For the text of this resolution, see page 46.

#### 4. UNIVERSALITY OF THE LEAGUE OF NATIONS AND ARTICLE 16

The real question of the universality of the League of Nations was considered by the Committee of Twenty-eight on the first occasion only indirectly. A proposal by M. Edwards (Chile) that non-member States should be immediately consulted on the reform of the League gave rise to keen and lengthy discussion. The Chilian delegate urged that, as unanimity was essential, non-member States should be frankly asked for their views. To that it was objected, first, that the views of non-member States were sufficiently well-known, and secondly, that it was for the Member States to decide amongst themselves what, in their opinion, the League should be.

The Committee of Twenty-eight prepared a draft resolution which was adopted by the Assembly on October 4th, 1937. By its terms, the Assembly, while not deciding on any consultation of non-member States at the present juncture, emphasised the desirability of ascertaining the observations and suggestions of non-member States, and requested the Council "to examine the conditions in which such information should be obtained as and when opportunity offers, in order to be placed at the said Committee's disposal".

In pursuance of the Assembly resolution, the Council, at its hundred-and-first session (May 1938), examined the question of a possible consultation of non-member States. It considered itself debarred from discussing the question of universality as this had been taken up by the Assembly. Such being the position, the representative of Chile, who had been invited to the Council table, informed the Council that the Chilian Government had decided to withdraw from the League.

The question of the obligations of Article 16 (a question often linked with that of universality in the course of the discussion) was the subject of a very important debate in the Sixth Committee of the 1938 Assembly. As the Rapporteur of the Sixth Committee stated, "the declarations and obser-

vations . . . have in many cases taken the form of statements defining the attitude adopted by those Governments in regard to the obligations which, in their view, membership of the League carries with it in existing circumstances, and in the light of the experience gained and of the practice followed in respect of the application of Article 16 ”.

The Assembly took no decision in regard to Article 16 itself, and did not even take note of the different opinions expressed in the Sixth Committee with respect to that article. The resolution adopted on September 30th, 1938, merely states : “ The Assembly decides to communicate the present report, together with its annexes, to all the Members of the League ”. Nevertheless the declarations and observations of the Governments are of considerable political importance.

## 5. ARTICLE 11

The 1938 Assembly had before it a British proposal to provide that, in certain cases, the Council should have power to take a decision, provided all the representatives *except those of the parties to the conflict* were agreed.

The relevant draft resolution came before the Assembly on September 30th, 1938; twenty-nine votes were cast in favour, two against, and there were eleven abstentions. The draft resolution was accordingly not adopted.



### III. THE ORGANS OF THE LEAGUE

The action of the League under the Covenant shall be effected through the instrumentality of an Assembly and of a Council, with a permanent Secretariat. (Art. 2, Covenant.)

The Council and the Assembly each have special powers and duties (see page 76).

The permanent Secretariat is an executive organ having at its head a Secretary-General (see page 90).

#### A. THE ASSEMBLY

##### COMPOSITION

The Assembly shall consist of representatives of the Members of the League. (Art. 3, para. 1, Covenant.) At meetings of the Assembly, each Member of the League shall have one vote, and may have not more than three representatives. (Art. 3, para. 4, Covenant.)

Each Member shall communicate the names of its representatives to the Secretary-General, if possible one week before the date fixed for the opening of the session. The full powers of such representatives shall be issued either by the Head of the State or by the Minister for Foreign Affairs.

##### COMPETENCE

The Assembly may deal at its meetings with any matter within the sphere of action of the League or affecting the peace of the world. (Art. 3, para. 3, Covenant.)

The Council's competence is defined in the same terms (Art. 4, para. 4, Covenant). From this it follows that both the Assembly and the Council shall, in a general way, deal with any question submitted to the League.

Several provisions of the Covenant entrust certain matters specially to the Assembly or to the Council.

Several articles also provide that certain definite duties may be exercised concurrently by the Council or the Assembly—*i.e.*, either by the Council or by the Assembly.

## I. JOINT COMPETENCE OF ASSEMBLY AND COUNCIL

It has been shown that Article 3, paragraph 3, and Article 4, paragraph 4, confer the same general competence on the Council and on the Assembly.

Further, various articles of the Covenant which provide for special procedures confer competence upon both Assembly and Council. These are Article 4, paragraph 2, Article 6, paragraph 2, Article 11, paragraph 2, Article 14, Article 15 and Article 23.

A distinction should be made between the three cases of concurrent competence, successive competence, and acts requiring the co-operation of the Council and the Assembly.

### (a) *Concurrent Competence.*

When both the Council and the Assembly may deal with the same questions at the same time, there is what may be called "a concurrent competence".

Such a competence arises either from provisions of the Covenant which give it expressly to the Council and to the Assembly (*e.g.*, Article 11, paragraph 2), or from provisions of the Covenant which give a special competence to the League without mentioning the Council or the Assembly (Article 23).

Provisions expressly conferring the same competence upon the Council and the Assembly :

*Art. 11, para. 2.* The Assembly or the Council shall deal with " any circumstance whatever affecting international relations " to which a *Member* of the League has brought its attention.

*Art. 14.* This article provides that " the Court may also give an advisory opinion upon any dispute or question referred to it by the Council or by the Assembly ".

Provisions of the Covenant conferring a special competence on the League without mentioning the Council or the Assembly :

*Art. 23*

Para. (a). . . .

Para. (b). Just treatment of native inhabitants.

Para. (c). Repression of the traffic in women and children and of the traffic in opium and other dangerous drugs.

Para. (d). Supervision of the trade in arms and munitions with certain countries.

Para. (e). Freedom of communications and transit.

Para. (f). Health questions.

In fact, these technical questions are dealt with in turn by the Council and the Assembly, and the two organs collaborate more or less continuously.

(b) *Successive Competence.*

*Art. 15.* If there should arise any dispute likely to lead to a rupture, this article provides for a procedure to be followed at the request of one of the States parties to the conflict. This procedure begins before the Council (para. 1), but is removed to the Assembly if the Council so decides or a party so requests (para. 9).

Such removal from the Council to the Assembly has, in fact, occurred on two occasions, at the request of one of the parties

—the first time at the request of China during the dispute concerning Manchuria (1932), and the second at the request of Bolivia during the Chaco conflict (1934).

(c) *Acts requiring the co-operation of the Council and the Assembly.*

*Art. 4, para. 2.* In the case of the creation of new permanent or non-permanent seats, the seats are created by the Council, but the Assembly's approval is required.

*Art. 6, para. 2.* The Council appoints the Secretary-General, but subject to the Assembly's approval.

## 2. SPECIAL POWERS OF THE ASSEMBLY

*Art. 1, para. 2.* The Assembly admits new members.

*Art. 4, para. 1.* The Assembly elects the non-permanent members of the Council.

*Idem, para. 2 bis.* The Assembly fixes by a two-thirds majority the rules dealing with the election of the non-permanent Members of the Council.

*Art. 6, para. 5.* The Assembly draws up and approves the budget of the League and decides on the proportion to be borne by each member.

*Art. 19.* The Assembly advises Members of the League to reconsider treaties which have become inapplicable.

*Art. 26.* The Assembly votes amendments to the Covenant.

## PROCEDURE

The Assembly's procedure is governed by the general intentions of the Covenant, and by the Rules of Procedure. (See the Rules of Procedure of the Assembly, latest edition, 1934, containing the amendments adopted at the second, third, fourth, ninth, eleventh, thirteenth, fifteenth and sixteenth Assemblies.)

## I. MEETINGS

The Assembly shall meet at stated intervals and from time to time as occasion may require at the Seat of the League or at such other place as may be decided upon. (Art. 3, para. 2, Covenant.)<sup>1</sup>

1. The ordinary session of the Assembly begins each year on the Monday which falls in the period September 10th to September 16th inclusive (Assembly resolution of September 29th, 1938).

2. The Assembly may be convened in extraordinary session at the request of one or more Members transmitted by the Secretary-General to the other States Members and accepted by the majority of them within a period of one month.

It may also meet at such times as may have been fixed by the Assembly at a previous session or by a majority vote of the Council.

## 2. HOW THE ASSEMBLY IS SUMMONED

The Assembly is summoned to meet by the President of the Council acting through the Secretary-General. The necessary notifications are sent to the Members of the League of Nations four months before the date fixed for the beginning of the session. In exceptional cases, however, the Council, by a majority vote, may sanction a shorter period.

## 3. SEAT OF THE ASSEMBLY

The Assembly meets at the Seat of the League or, in exceptional circumstances, at such other place as may be decided upon by the Assembly or a majority of the Council or approved by a majority of the Members of the League.

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<sup>1</sup> The first meeting of the Assembly and the first meeting of the Council shall be summoned by the President of the United States of America. (Art. 5, para. 3, Covenant.)

#### 4. PRESIDENCY

The President of the Assembly is elected at the beginning of each session. Until the election has been held, it is the President of the Council who presides over the Assembly.

#### 5. BUREAU OF THE ASSEMBLY

The General Committee of the Assembly consists of the President, the eight Vice-Presidents, the Chairmen of the main Assembly Committees, the Chairman of the Agenda Committee and the Chairman of the Credentials Committee.

The Assembly may decide to add to the General Committee the Chairman of other Assembly Committees, and also other members in exceptional cases. As an experiment, it was decided to adopt for the sessions from 1937 to 1939 a system by which a Committee of eleven members, appointed at the beginning of each session, would put forward names for all functions carrying with them a seat on the General Committee.

#### 6. PRINCIPAL COMMITTEES

The Assembly generally appoints six principal committees, to each of which each delegation may nominate a delegate and technical advisers. In 1938, by way of experiment, the Assembly added a Seventh Committee to the existing six.

These committees deal with :

- (1) Legal and constitutional questions;
- (2) Technical organisations;
- (3) The reduction of armaments;
- (4) Budgetary questions;
- (5) Social and general questions;
- (6) Political questions (mandates, slavery, etc.).
- (7) Health, opium and intellectual co-operation questions.

The Assembly also sets up a Committee of nine members elected by itself on the proposal of the President to examine

the credentials of delegates, and an Agenda Committee, whose purpose is to draft proposals as to the procedure to be followed in regard to new questions to be placed on the Assembly agenda.

## 7. AGENDA

The agenda for the session is drawn up by the Secretary-General with the approval of the President of the Council and communicated to the Members in full as far as possible four months before the date of the first meeting.

Up to one month before the date fixed for the opening meeting, any Member of the League may request the inclusion of additional items in the agenda. The Assembly decides whether these items, a supplementary list of which is first communicated to the Members of the League, shall be included in the agenda of the session.

The Assembly may in exceptional circumstances place additional items on its agenda; but, unless otherwise decided by a two-thirds majority of the Assembly, consideration of all such items is postponed until four days after they are placed on the agenda and until a Committee has reported upon them.

## 8. VOTING

Voting is generally open—by roll-call or by show of hands. The President sometimes asks the Assembly whether or not members have any observations to make on a proposal. Failing such observations, the President declares the proposal adopted, the absence of any objection being held to denote the Assembly's tacit consent. Decisions relating to individuals and elections of non-permanent Members of the Council are by ballot.

## 9. THE QUORUM

The Covenant does not specify that a minimum number of members must be present to enable the Council or the



Assembly to discuss or vote. But the Council Rules of Procedure (Art. VIII) state that: "The Council shall not discuss or decide upon any matter unless the majority of its members are present." There is no such provision in the Assembly's Rules of Procedure.

#### 10. THE ADMISSION OF THE PUBLIC TO MEETINGS

The public is admitted to the plenary meetings of the Assembly on presentation of cards prepared on the instructions of the Secretary-General. The Assembly may decide that particular meetings shall be held in private.

### CHRONOLOGICAL TABLE OF THE SESSIONS OF THE ASSEMBLY

			States taking part	President
I.	15 Nov.—18 Dec.	1920	41	M. Paul HYMANS (Belgium)
II.	5 Sept.—5 Oct.	1921	43	Joukheer VAN KARNEBEEK (Netherlands)
III.	4 Sept.—30 Sept.	1922	46	Sr. Agustin EDWARDS (Chile)
IV.	3 Sept.—29. Sept.	1923	49	Sr. Cosme DE LA TORRIENTE Y PERAZA (Cuba)
V.	1 Sept.—2 Oct.	1924	50	M. Giuseppe MOTTA (Switzer- land)
VI.	7 Sept.—26 Sept.	1925	49	The Hon. Raoul DANDURAND (Canada)
Extra.	8 Mar.—17 Mar.	1926	48	M. Affonso COSTA (Portugal)
VII.	6 Sept.—21 Sept.	1926	41	Dr. Momchilo NINTCHITCH (Yugoslavia)
VIII.	5 Sept.—27 Sept.	1927	49	Dr. Alberto GUANI (Uruguay)
IX.	3 Sept.—26 Sept.	1928	50	M. Herluf ZAHLE (Denmark)
X.	2 Sept.—25 Sept.	1929	54	M. Gustavo GUERRERO (Salvador)
XI.	10 Sept.—4 Oct.	1930	52	M. Nicolas TITULESCO (Roumania)
XII.	7 Sept.—29 Sept.	1931	53	N. Nicolas TITULESCO (Roumania)
XIII.	26 Sept.—17 Oct.	1932	55	M. Nicolas POLITIS (Greece)

			States taking part	President	
Extra.	3 Mar.—30 Apr. (1st-5th meeting)	1932	50	M. Paul HYMANS (Belgium)	
	1 July—18 July (6th-8th meeting)				
	6 Dec.—9 Dec. (9th-15th meeting)				
	21 Feb.—24 Feb. (16th-18th meeting)	1933			
XIV.	25 Sept.—11 Oct.	1933	54	Mr. C. T. TE WATER (Union of South Africa)	
XV.	10 Sept.—27 Sept.	1934	54	M. R. I. SANDLER (Sweden)	
Extra.	20 Nov.—24 Nov.	1934	52	M. Francisco CASTILLO NAJERA (Mexico)	
Extra.	20 May—21 May	1935	48	Dr. Augusto DE VASCONCELLOS (Portugal)	
XVI.	{	9 Sept.—28 Sept.	1935	54	M. Eduard BENEŠ
		9 Oct.—11 Oct.	1935	55	(Czechoslovakia)
		30 June—4 July	1936	51	M. Paul VAN ZEELAND (Belgium)
XVII.	21 Sept.—10 Oct.	1936	52	M. Carlos SAAVEDRA LAMAS (Argentine).	
Extra.	26 May—27 May	1937	50	M. Tefvik RÜSTÜ ARAS (Turkey)	
XVIII.	13 Sept.—6 Oct.	1937	51	The Right. Hon. the AGA KHAN (India).	
XIX.	12 Sept.—30 Sept.	1938	49	Mr. Eamon DE VALERA (Ire- land)	

## B. THE COUNCIL

### COMPOSITION

The Council shall consist of representatives of the Principal Allied and Associated Powers (the United States of America, the United Kingdom, France, Italy and Japan), together with representatives of four other Members of the League. These four Members of the League shall be selected by the Assembly from time to time in its discretion. Until the appointment of the representatives of the four Members of the League first selected by the Assembly, representatives of Belgium, Brazil, Spain and Greece shall be members of the Council. (Art. 4, para. 1, Covenant.)<sup>1</sup>

With the approval of the majority of the Assembly, the Council may appoint additional Members of the League whose representatives shall always be Members of the Council.

The Council may, with the like approval, increase the number of Members of the League to be selected by the Assembly for representation on the Council. (Art. 4, para. 2, Covenant.)

The Assembly shall fix by a two-thirds majority the rules dealing with the election of the non-permanent Members of the Council, and particularly such regulations as relate to their term of office and the conditions of re-eligibility. (Art. 4, para. 2 *bis*, of the Covenant; Amdt. of July 29th, 1926.)

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<sup>1</sup> By virtue of this designation, these four States were the first non-permanent Members of the Council.

When the League was founded, the Council thus contained five permanent Members, the representatives of the Principal Allied and Associated Powers (British Empire or United Kingdom, United States of America, France, Italy and Japan), and four non-permanent Members. But as the United States did not ratify any of the Peace Treaties incorporating the League of Nations, they did not become members of the League and did not sit on the Council. Thus the number of permanent Members was four until September 8th, 1926, when Germany was appointed a permanent Member. On September 18th, 1934, the Union of Soviet Socialist Republics was also made a permanent Member and the number was thus six. But Japan and Germany having withdrawn from the League during 1935, there are again only four permanent Members.

The number of non-permanent Members has also varied. It was raised successively from six to nine, ten, and finally eleven. For the years 1936-1939, the number of non-permanent seats has been provisionally increased to eleven, but two of these seats are of a provisional character. Thus, at present, the Council has fifteen Members—four permanent and eleven non-permanent.

## I. PERMANENT AND NON-PERMANENT MEMBERS

Under the Covenant, the Council comprises two kinds of Members : permanent Members, consisting of the great Powers, and non-permanent Members elected by the Assembly for a limited period.

The great Powers are permanent Members because they represent at the same time a large population, a high level of civilisation, and great political strength. On them will fall the heaviest responsibilities, as is manifest above all in the event of an international crisis, more particularly in the event of the application of sanctions under Article 16.

(a) *Permanent Members.*

The Covenant provided for two categories of permanent Members. In the first place, there were the Powers described in Article 4, paragraph 1, as the "Principal Allied and Associated Powers". These were five in number: the United States of America, the British Empire, France, Italy and Japan.

In the second place, there were the Powers to which the Council and Assembly conjointly might decide to grant a permanent seat on the Council (Art. 4, para. 2). In virtue of this paragraph, a seat was created for Germany on September 8th, 1926, and another for the Union of Soviet Socialist Republics on September 18th, 1934.

Certain Members of the League have demanded the creation of permanent seats for themselves. Brazil, having failed to obtain satisfaction in this respect, gave notice of withdrawal on June 10th, 1926.

(b) *Non-permanent Members.*

(a) Non-permanent seats are created under the same conditions as permanent seats (Art. 4, para. 2)—that is, subject to agreement between the Council and the Assembly.

(b) Article 4, paragraph 1, provides that non-permanent Members "shall be selected by the Assembly from time to time in its discretion".

Non-permanent Members are elected by the Assembly and, constitutionally, no restriction has been placed on its freedom of action; it can elect whomsoever it likes.

(c) The Assembly, without departing from the principle of the free choice of non-permanent Members of the Council, has, first in recommendations and subsequently in actual practice, adopted a system designed to ensure, not that all Members of the League shall in turn be Members of the Council, but that the Council shall always represent the various parts or regions of the world and the different races, religions and civilisations.

Article 4 of the Covenant provided for *four* non-permanent Members. This number was increased to *six* on September 25th, 1922, to *nine* on September 8th, 1926, to *ten* by the creation of one new provisional seat on October 5th, 1933, and to *eleven* by the creation of a further provisional seat on October 10th, 1936.

## 2. TERM OF OFFICE OF NON-PERMANENT MEMBERS : RENEWAL OF THE COUNCIL

Article 1, paragraph 1, of the Rules adopted by the Assembly on September 15th, 1926, fixes the term of office of non-permanent Members at three years. It provides that the term of office shall begin on the day of the election of the Members and shall terminate on the day on which the Assembly, three years later, conducts the elections.

These Rules provide for the renewal of the Council by thirds by the election of three of its Members<sup>1</sup> each year.

## 3. RE-ELIGIBILITY

A retiring Member can, during the period between the expiration of his term of office and the third election in ordinary session following, be re-elected only if, at the expiration of his term of office and during this period of three years, the Assembly previously decides by a two-thirds majority that he is re-eligible. Each claim to re-eligibility is settled separately by the Assembly, voting by ballot.<sup>2</sup>

<sup>1</sup> In 1936, when temporarily raising the number of non-permanent seats to eleven, the Assembly filled five seats.

<sup>2</sup> Under the rules introduced in 1926, any Member may be declared re-eligible by a vote of the Assembly, and this has actually been done in the case of certain countries.

On September 16th, 1926, for example, the Assembly declared Poland re-eligible; a similar decision being taken in regard to Spain on September 10th, 1928. These two countries were again declared re-eligible, the first on September 9th, 1929, October 3rd, 1932, and September 16th, 1935; the second on September 14th, 1931, and September 17th, 1934. On October 8th, 1936, the Assembly declared China re-eligible.

The Assembly can only give a decision as to the re-eligibility of a Member on the written request of that Member. Nevertheless, the number of Members re-elected is limited to the extent that not more than three Members so elected may sit on the Council at any one time.

#### 4. POSSIBILITY OF A NEW ELECTION OF ALL THE NON-PERMANENT MEMBERS OF THE COUNCIL

The Assembly may at any time decide, by a two-thirds majority, to proceed in accordance with Article 4 of the Covenant to a new election of all the non-permanent Members of the Council. (Resolution of the Assembly, September 15th, 1926.)

#### 5. ELECTIONS

Only those Members of the League are eligible whose candidature has been put forward in writing by themselves or by others at least forty-eight hours before the elections.

The elections are generally held during the ordinary session of the Assembly. They may not take place before the seventh day of the session.

Non-permanent Members of the Council are elected by secret ballot. Where several seats are to be filled the elections are made by voting a list of names. Several ballots may be held, though in practice non-permanent Members of the Council have always been elected at the first ballot.

#### 6. OCCASIONAL MEMBERS

Paragraph 5 of Article 4 of the Covenant provides that :

Any Member of the League not represented on the Council shall be invited to send a representative to sit as a member at any meeting of the Council during the consideration of matters specially affecting the interests of that Member of the League.



The Council has had to consider on several occasions the nature of the interests which warrant an invitation being made under Article 4, paragraph 5. This is a somewhat complex question. It seems to be agreed, however, that what should be chiefly considered is not the mere fact that a State is particularly interested in a question, but the fact that, from an objective point of view, the question specially affects it.

### COMPETENCE OF THE COUNCIL

**The Council may deal at its meetings with any matter within the sphere of action of the League or affecting the peace of the world.** (Art. 4, para. 4, Covenant.)

If a question is laid before the Council under any particular article of the Covenant, it may declare itself competent in respect of any other article of the Covenant. (Council, December 6th, 1927.)

The competence of the Assembly is defined in the same terms (Art. 4, para. 3, Covenant). Thus, it is evident that the Assembly and Council may deal in a general way with any matter submitted to the League.

Nevertheless, the Covenant has, in many of its provisions, conferred special powers either on the Assembly or the Council.

Furthermore, various articles of the Covenant expressly confer joint competence upon the Council and the Assembly.

#### 1. JOINT COMPETENCE OF THE ASSEMBLY AND THE COUNCIL,

(See page 63.)

#### 2. SPECIAL COMPETENCE OF THE COUNCIL,

##### (a) *Competence conferred by the Covenant.*

*Art. 6, para. 3.* The Council approves the appointments to the staff of the Secretariat made by the Secretary-General.

*Art. 7, para. 2.* The Council may at any time decide that the seat of the League shall be established elsewhere than at Geneva.

*Art. 8, para. 2.* The Council formulates plans for the reduction of armaments.

*Idem, para. 4.* The Council authorises the limits of armaments adopted by the Governments to be exceeded.

*Idem, para. 5.* The Council is to "advise how the evil effects attendant on the manufacture by private enterprise of munitions and implements of war can be prevented".

*Art. 10.* The Council shall advise upon the means of respecting and preserving, as against external aggression, the territorial integrity and existing political independence of all Members of the League.

*Art. 11, para. 1.* In the event of any war or threat of war, the Council shall meet at the request of any Member of the League.

*Art. 13, para. 4.* The Council shall propose what steps shall be taken to give effect to arbitral awards or judicial decisions.

*Art. 14.* The Council was to formulate and submit to the Members of the League for adoption plans for the establishment of a Permanent Court of International Justice.

*Art. 16, para. 2.* The Council recommends military sanctions.

*Idem, para. 4.* The Council may declare any Member of the League which has violated any Covenant of the League to be no longer a Member.

*Art. 17, para. 1.* In the event of a dispute between a Member of the League and a State which is not a member,

or between States not members, the State or States not members shall be invited to accept the obligations of membership in the League for the purposes of such dispute upon such conditions as the Council may deem just.

*Idem*, paras. 2 and 4. In such a case, the Council shall institute an enquiry and make recommendations.

Art. 22, paras. 7, 8 and 9. The Council has competence in all questions concerning territories under colonial mandate (see page 202).

Art. 24, para. 2. Consent of the Council required for the collection and distribution of information by the Secretary-General.

*Idem*, para. 3. The Council may include as part of the expenses of the Secretariat the expenses of any bureau or Commission which is placed under the direction of the League.

(b) *Competence conferred by Certain Treaties.*

Various treaties confer special powers on the Council of the League, in particular the Treaties of Peace (see Free City of Danzig), the Minority Treaties and certain Conventions concluded under the auspices of the League. Sometimes the Council's action is confined to appointing the members of a commission, or merely its chairman.

## PROCEDURE

The Council determines its own procedure. (See the Rules of Procedure adopted by the Council on May 26th, 1933.)

The Council adopted its present Rules of Procedure on May 26th, 1933, and supplemented them by various decisions on September 29th, 1937.

## I. MEETINGS

**The Council shall meet from time to time as occasion may require, and at least once a year, . . . . .**  
(Art. 4, para. 3, Covenant.)

### (a) *Ordinary Sessions.*

The Rules of Procedure of the Council provide for periodical ordinary sessions. These are at present four in number. They are held on the third Monday in January, the second Monday in May, three days before the ordinary meeting of the Assembly, and, in the case of the fourth session, at a date following closely upon the appointment by the Assembly of the non-permanent Members of the Council. As the Council's fourth session follows on the third, the Council meets, in point of fact, three times a year at intervals of four months.

### (b) *Extraordinary Sessions.*

Article I, paragraph 2, of the Rules of Procedure provides that "the Council may at any time decide to meet in extraordinary session".

Paragraph 3 provides that "the Council must meet, at the request of any Member of the League of Nations (if necessary, in extraordinary session), in the circumstances referred to in Articles 11, 15 and 17 of the Covenant".

## 2. THE COUNCIL'S MEETING-PLACE

Article 4, paragraph 3, of the Covenant reads :

**" 3. The Council shall meet . . . . at the seat of the League, or at such other place as may be decided upon. "**

Article II of the Council's Rules of Procedure reads :

"The sessions of the Council shall be held at the seat of the League of Nations, except in cases where the majority of the Members of the Council consider that the Council should meet elsewhere."

### 3. PRESIDENCY

Representatives with seats on the Council preside at its sessions in rotation in the alphabetical order of the names in French of the countries they represent. The functions of Presidents begin, in principle, with the beginning of an ordinary session, and end with the opening of the next ordinary session. Extraordinary sessions are presided over by the President in office at the time. (Rules of Procedure, Art. IV, para. 3.)

### 4. AGENDA

#### (a) *Provisional Agenda.*

A provisional agenda shall be drawn up by the Secretary-General and approved by the President of the Council. It shall in all cases include any questions which a Member of the League has asked the Council to consider. (Rules of Procedure, Art. III, para. 1.)

#### (b) *Final Agenda.*

At the opening of the session, the Council shall adopt its agenda at a private meeting. (Rules of Procedure, Art. III, para. 6.)

### 5. PROCEDURE ADOPTED

The procedure is, in general, as follows: (1) There is a discussion in the Council. (2) The Council usually desires that, before it takes a decision, there should be an examination of the matter. It therefore appoints one or more rapporteurs. (3) The Rapporteur submits his report at a subsequent meeting during the same session or the following session. (4) The Council, having the report before it, again discusses the question and takes a decision.

(a) *Discussion.*

The general discussion may be held before the Rapporteur has been appointed and after the report has been submitted. The President calls upon the Members of the Council to speak in the order of their names upon the list.

(b) *Reports.*

Questions are examined with the assistance of one or several Rapporteurs, who may be either permanent or special.

The report contains as a rule a survey of the question and proposals for its solution.<sup>1</sup>

## 6. VOTING

**At meetings of the Council, each Member of the League represented on the Council shall have one vote, and may have not more than one representative.** (Art. 4, para. 6, Covenant.)

For the unanimity rule, see page 51.

(a) *Voting procedure.*

The vote is taken by roll-call if a Member of the Council so requests. Otherwise the President asks the Council whether or not members have any observations to make on a proposal. Failing such observations, the President declares the proposal adopted, the absence of any objection being held to denote the Council's tacit consent. Decisions concerning

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<sup>1</sup> At its last ordinary session in each year, the Council draws up a list of Rapporteurs for the different subjects with which it habitually deals. These are as follows for the year 1938/39: Budgetary and Administrative Questions—China, Danzig—United Kingdom, Disarmament—Iran, Slavery—United Kingdom, Economic Questions—Belgium, Financial Questions—Sweden, Transit—U.S.S.R., Health—New Zealand, Intellectual Co-operation—France, Mandates—Latvia, Opium—Greece, Refugees—Bolivia, Social Questions—Peru.

persons are taken in private session. The vote is then taken by secret ballot if a Member of the Council so requests.

(b) *Scope of the vote.*

In the majority of cases, the Council votes on a resolution submitted by the Rapporteur at the end of his report.

It sometimes happens that statements in the report itself throw light on or even supplement this resolution. In principle, however, the Rapporteur is alone responsible for all the statements contained in the report, unless the Council expressly approves the report *in toto*.

7. QUORUM

The Council shall not discuss or decide upon any matter unless the majority of its members are present. (Rules of Procedure, Art. VIII.)

8. PUBLICITY OF MEETINGS

In principle, the meetings of the Council shall be held in public. (Rules of Procedure, Art. VII.)

They shall not, however, be public (1) in certain cases laid down in the Rules of Procedure (*e.g.*, decisions concerning persons), (2) when the Council otherwise decides.

The meetings of the Council which are not public are either *private* or *secret*.



## CHRONOLOGICAL TABLE OF COUNCIL SESSIONS

	Year	Number of meetings	President
1920			
1. Paris	Jan. 16	1	M. Léon BOURGEOIS (France)
2. London	Feb. 11 and 12	6	Rt. Hon. Arthur James BALFOUR (United Kingdom)
3. Paris	Mar. 12 and 13	2	M. Léon BOURGEOIS (France)
4. „	Apl. 9-11	4	M. Léon BOURGEOIS (France)
5. Rome	May 14-19	9	M. Tommaso TITTONI (Italy)
6. London	June 14-16	4	Lord CURZON OF KEDLESTON (United Kingdom)
7. London	July 9-11	6	Rt. Hon. Arthur James BALFOUR (United Kingdom)
8. San Sebastian	July 30-Aug. 5	10	M. José QUIÑONES DE LEÓN (Spain).
9. Paris	Sept. 16-20	7	M. Léon BOURGEOIS (France)
10. Brussels	Oct. 20-28	12	M. Paul HYMANS (Belgium)
11. Geneva	Nov. 14-Dec. 18	15	M. Paul HYMANS (Belgium)
1921			
12. Paris	Feb. 21-Mar. 4	18	M. Gastao DA CUNHA (Brazil)
13. Geneva	June 17-28	21	Viscount Kikujiro ISHII (Japan)
14. „	Aug. 30-Oct. 12	14	M. Wellington KOO (China)
15. Paris	Nov. 16-19	6	M. Paul HYMANS (Belgium)
1922			
16. Geneva	Jan. 10-14	13	M. Paul HYMANS (Belgium)
17. Paris	Mar. 24-28	6	M. Paul HYMANS (Belgium)
18. Geneva	May 11-17	12	M. José QUIÑONES DE LEÓN (Spain)
19. London	July 17-24	13	M. José QUIÑONES DE LEÓN (Spain)
20. Geneva	Aug. 31 and Oct. 4	2	M. José QUIÑONES DE LEÓN (Spain)
21. „	Aug. 31-Oct. 4	19	M. Domicio DA GAMA (Brazil)
22. „	Aug. 31-Oct. 4	8	M. Domicio DA GAMA (Brazil)
1923			
23. Paris	Jan. 29-Feb. 3	14	M. René VIVIANI (France)
24. Geneva	Apl. 17-23	14	Rt. Hon. Edward WOOD (United Kingdom)
25. „	July 2-7	13	M. Antonio SALANDRA (Italy)
26. „	Aug. 31-Sept. 29	24	Viscount Kikujiro ISHII (Japan)
27. Paris	Dec. 10-20	12	M. Hjalmar BRANTING (Sweden)

## CHRONOLOGICAL TABLE OF COUNCIL SESSIONS (continued)

	Year	Number of meetings	President
1924			
28. Geneva	Mar. 10-15	11	M. Alberto GUANI (Uruguay)
29. "	June 11-17	7	M. Eduard BENEŠ (Czecho-Slovakia)
30. "	Aug. 29-Oct. 3	20	M. Paul HYMANS (Belgium)
31. Brussels	Oct. 27-31	4	M. Paul HYMANS (Belgium)
32. Rome	Dec. 8-13	11	M. Afranio DE MELLO-FRANCO (Brazil)
1925			
33. Geneva	Mar. 9-14	12	Rt. Hon. Sir AUSTEN CHAMBERLAIN (United Kingdom)
34. "	June 8-11	8	M. José QUIÑONES DE LEÓN (Spain)
35. "	Sept. 2-28	17	M. Paul PAINLEVÉ (France)
36. Paris	Oct. 26-30	5	M. Aristide BRIAND (France)
37. Geneva	Dec. 7-16	15	M. Vittorio SCIALOJA (Italy)
1926			
38. Geneva	Feb. 12	1	M. Carlo GARBASSO (Italy)
39. "	Mar. 8-18	7	Viscount Kikujiro ISHII (Japan)
40. "	June 7-10	5	M. Alberto GUANI (Uruguay)
41. "	Sept. 2-7	5	M. Eduard BENEŠ (Czecho-Slovakia)
42. "	Sept. 16-20	3	M. Eduard BENEŠ (Czecho-Slovakia)
43. "	Dec. 6-11	6	M. VANDERVELDE (Belgium)
1927			
44. Geneva	Mar. 7-12	8	Dr. Gustav STRESEMANN (Germany)
45. "	June 13-17	6	Rt. Hon. Sir AUSTEN CHAMBERLAIN (United Kingdom)
46. "	Sept. 1-15	7	M. Enrique VILLEGAS (Chile)
47. "	Sept. 17-28	8	M. Enrique VILLEGAS (Chile)
48. "	Dec. 5-12	8	M. TCHENG-LOH (China)
1928			
49. Geneva	Mar. 5-10	10	M. Francisco José URRUTIA (Colom- bia)
50. "	June 4-9	9	M. Aristides DE AGÜERO Y BETHAN- COURT (Cuba)
51. "	Aug. 30-Sept. 8	7	M. H. J. PROCOPÉ (Finland)
52. "	Sept. 12-26	6	M. H. J. PROCOPÉ (Finland)
53. Lugano	Dec. 10-15	7	M. Aristide BRIAND (France)

## CHRONOLOGICAL TABLE OF COUNCIL SESSIONS (continued)

	Year	Number of meetings	President
1929			
54. Geneva	Mar. 4-9	7	M. Vittorio SCIALOJA (Italy)
55. Madrid	June 10-15	5	M. Mineitciro ADATCI (Japan)
56. Geneva	Aug. 30-Sept. 6	3	H.H. Ali Khan FOROUGHI (Persia)
57. "	Sept. 13-25	3	H.H. Ali Khan FOROUGHI (Persia)
1930			
58. Geneva	Jan. 13-16	7	M. Auguste ZALESKI (Poland)
59. "	May 12-15	4	M. Voislav MARINKOVITCH (Yugoslavia)
60. "	Sept. 8-12	3	M. Cesar ZUMETA (Venezuela)
61. "	Sept. 17-Oct. 3	8	M. Cesar ZUMETA (Venezuela)
1931			
62. Geneva	Jan. 19-24	9	Rt. Hon. Arthur HENDERSON (United Kingdom)
63. "	May 18-23	6	M. Julius CURTIUS (Germany)
64. "	Sept. 1-14	4	M. Alejandro LERROUX (Spain)
65. } " } Paris }	Sept. 19-30	20	M. Alejandro LERROUX (Spain)
	Oct. 13-24		M. Aristide BRIAND (France)
	Nov. 16-Dec. 10		M. Aristide BRIAND (France)
1932			
66. { Geneva	Jan. 25-Feb. 29	16	M. Joseph PAUL-BONCOUR (France)
" }	Apl. 12-15		
67. "	May 9-July 15	10	M. José MATOS (Guatemala)
68. "	Sept. 23-Oct. 3	4	M. Eamon DE VALERA (Irish Free State)
69. "	Oct. 3-Dec. 19	16	M. Eamon DE VALERA (Irish Free State)
1933			
70. Geneva	Jan. 24-Feb. 3	7	M. Pompeo ALOISI (Italy)
71. "	Feb. 21-Mar. 18	5	M. Pompeo ALOISI (Italy)
72. "	May 15-20	2	Count PIOLA CASELLI (Italy)
73. "	May 22-June 6	7	M. F. CASTILLO NAJERA (Mexico)
74. "	July 3	2	M. F. CASTILLO NAJERA (Mexico)
75. "	Aug. 3	1	M. F. CASTILLO NAJERA (Mexico)
76. "	Sept. 22-29	4	M. Joh. Ludovic MOWINCKEL (Norway)
77. "	Oct. 4-26	5	M. Raúl AMADOR (Panama)

CHRONOLOGICAL TABLE OF COUNCIL SESSIONS  
(continued)

	Year	Number of meetings	President
1934			
78.	Geneva	Jan. 15-20	5 M. Joseph BECK (Poland)
79.	"	May 14-19	5 M. Augusto DE VASCONCELLOS (Portugal)
80.	"	May 30-June 7	6 M. Augusto DE VASCONCELLOS (Portugal)
81.	"	Sept. 7-15	3 M. Eduard BENEŠ (Czecho-Slovakia)
82.	"	Sept. 19-28	5 M. Eduard BENEŠ (Czecho-Slovakia)
83.	"	Dec. 5-11	7 M. Eduard BENEŠ (Czecho-Slovakia) M. Augusto DE VASCONCELLOS (Portugal)
1935			
84.	Geneva	Jan. 11-21	9 M. RÜSTÜ ARAS (Turkey)
85.	"	April 15-17	4 M. RÜSTÜ ARAS (Turkey)
86.	"	May 20-25	6 M. Maxime LITVINOFF (U.S.S.R.)
87.	"	July 31-Aug. 3	2 M. Maxime LITVINOFF (U.S.S.R.)
88.	"	Sept. 5-13	5 M. RUIZ GUIÑAZÚ (Argentine)
89.	"	Sept. 17-Dec. 19	10 M. RUIZ GUIÑAZÚ (Argentine)
1936			
90.	Geneva	Jan. 20-24	6 Rt. Hon. S. M. BRUCE (Australia)
91.	{ London } Geneva	March 14-24 / April 20 {	11 Rt. Hon. S. M. BRUCE (Australia)
92.	"	{ May 11-13 } June 26-July 4 {	5 Rt. Hon. Anthony EDEN (United Kingdom)
93.	"	Sept. 18-26	4 { M. Manuel RIVAS VICUÑA (Chile) M. Luis V. DE PORTO SEGURO (Chile)
94.	"	Oct. 2-10	4 { M. Manuel RIVAS VICUÑA (Chile) M. Luis V. DE PORTO SEGURO (Chile)
95.	"	Dec. 10-16	7 M. Agustiu EDWARDS (Chile)
1937			
96.	Geneva	Jan. 21-27	5 Dr. V. K. Wellington Koo (China)
97.	"	May 24-29	6 M. Antonio J. QUEVEDO (Ecuador)
98.	"	Sept. 10-16	3 M. Juan NEGRÍN (Spain)
99.	"	Sept. 29-Oct. 5	3 { M. Yvon DELBOS (France) } M. J. PAUL-BONCOUR (France)

## CHRONOLOGICAL TABLE OF COUNCIL SESSIONS (concluded)

	Year	Number of meetings	President
	1938		
100.	Geneva Jan. 26-Feb. 2	6	M. Mostafa ADLE (Iran)
101.	„ May 9-14	8	M. Vilhelms MUNTERS (Latvia)
102.	„ Sept. 9-19	4	Mr. William Joseph JORDAN (New Zealand)
103.	„ Sept. 26-30	2	M. Francisco GARCÍA-CALDERÓN (Peru)

## COMPOSITION OF THE COUNCIL

(for the Period 1938-1939)

Members of the League represented on the Council	Date of Election
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### *Permanent Members :*

UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND .....	1920
FRANCE .....	1920
ITALY .....	1920
UNION OF SOVIET SOCIALIST REPUBLICS .....	September 18th, 1934

### *Non-permanent Members :*

1. Elected in 1936 :

BOLIVIA .....	September 28th, 1936
NEW ZEALAND .....	September 28th, 1936
SWEDEN .....	September 28th, 1936
CHINA (provisional seat) .....	October 8th, 1936
LATVIA (provisional seat) .....	October 8th, 1936

Members of the League represented  
on the Council

Date of Election

2. Elected in 1937 :

BELGIUM .....	September 29th, 1937
IRAN .....	September 20th, 1937
PERU .....	September 20th, 1937

3. Elected in 1938 :

DOMINICAN REPUBLIC .....	September 21st, 1938
GREECE .....	September 21st, 1938
YUGOSLAVIA .....	September 21st, 1938





## C. THE PERMANENT SECRETARIAT

The permanent Secretariat is established at the seat of the League. The Secretariat comprises a Secretary-General and such secretaries and staff as may be required. (Art. 6, para. 1, Covenant.)

It represents the Civil Service of the League. The staff is appointed by the Secretary-General with the approval of the Council. The officials of the Secretariat of the League are exclusively international officials, having international and not national duties. They are responsible to the Secretary-General and may not seek or receive instructions from any Government or other authority outside the Secretariat.

**Officials of the League engaged on the business of the League enjoy diplomatic privileges and immunities.** (Art. 7, para. 4, Covenant.)

**All positions under or in connection with the League, including the Secretariat, are open equally to men and women.** (Art. 7, para. 3, Covenant.)

In 1932, the Assembly decided that the Secretary-General and all officials of the rank of Director or above should in future make the following declaration of loyalty before the Council in public session :

“ I solemnly undertake to exercise in all loyalty, discretion and conscience the functions that have been entrusted to me as [Secretary-General] 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 other authority external,

*For the Secretary-General :* “ to the League of Nations ”.

*For the Other Officials :* “ to the Secretariat of the League of Nations ”.

and that officials of Division I below the rank of Director should make and sign a similar declaration before the Committee on Appointments, and officials of Divisions II and III before the Sub-Committee on Appointments.<sup>1</sup>

It further decided, in view of the principle of universality of the League of Nations, that it would be advisable, when the posts of principal officers in the Secretariat were being filled, to take also into account the chief geographic divisions, in conformity with the principles adopted for the composition of other leading bodies of the League of Nations.

The Secretary-General is appointed for ten, the Deputy Secretaries-General for eight and the Under-Secretaries-General for seven years. The appointment of the Secretary-General may be renewed for three years, those of the Deputy Secretaries-General for five years and those of the Under-Secretaries-General for a further period of seven years.

A further point of agreement was that, in order to give effect to the previous wishes of the Assembly that a more equitable distribution of nationalities be effected, not more than two nationals of any one Member of the League should be included among the high officials of the Secretariat (Secretary-General, Deputy Secretaries-General, Legal Adviser and Under-Secretaries-General, and Directors), and that the principle should be carried into effect at the earliest possible moment, existing contracts remaining unaffected.

Officials appointed to posts before January 1st, 1931, and those appointed after that date for a period of not less than seven years, are subject to the regulations setting up a Staff Pensions Fund. (Assembly resolution of October 2nd, 1930.) The Pensions Fund is managed by an Administrative Board. The League guarantees payment of all annuities or capital sums falling due under the Regulations.

The staff of the Secretariat is divided according to the nature of its duties into three divisions. First Division : (a) Principal

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<sup>1</sup> These two bodies are part of the internal organisation of the Secretariat.

officers : Secretary-General, Deputy Secretaries-General, Under-Secretaries-General, Legal Adviser, Directors of Section; (b) Chiefs of Section, Counsellors, Members of Section<sup>1</sup> and assimilated officials, Revisers, Interpreters, Translators and Précis-Writers. Second Division : internationally recruited officials and locally recruited officials (Secretaries, Shorthand-typists, miscellaneous employees). Third Division : Office-keepers, Porters, Messengers, etc.<sup>2</sup>

At present, 50 nationalities are represented on the staff of the Secretariat, which numbers nearly 800 individuals.

## THE SECRETARY-GENERAL

The first Secretary-General is named in the Annex to the Covenant; thereafter the Secretary-General will be appointed by the Council with the approval of the majority of the Assembly. (Art. 6, para. 2, Covenant.)

The present Secretary-General is M. Joseph Avenol, who was unanimously appointed by the Council on October 15th, 1932. The Council's resolution was ratified by the Assembly of the League on December 9th, 1932. M. Avenol, who was appointed Deputy Secretary-General in 1923, entered upon

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<sup>1</sup> Members of Section are divided into four categories, of which the first is essentially reserved for the promotion of members of the second, and of those of the third with more than four years' service in that category. Members of the other categories are recruited from outside or within the Secretariat, and the only separation between these categories is an efficiency bar.

In addition to the above officials, the Assembly has authorised the Secretary-General to appoint for periods of six months or a year a limited number of persons with experience in a technical profession, university, Government department, etc. Particular regulations apply to these persons, who are not admitted to the Pensions Fund.

<sup>2</sup> The Administrative Tribunal of the League of Nations has power to deal with claims concerning the non-observance of the regulations governing the appointment contracts of the staff of the Secretariat or of the International Labour Office, and to give decisions on all disputes with regard to indemnities, pensions and the principles established for carrying out the regulations.

his duties on July 1st, 1933, when he succeeded Sir Eric Drummond, first Secretary-General, named in the Annex to the Covenant, who had tendered his resignation on January 23rd, 1932.

The new Secretary-General is assisted by one Deputy Secretary-General—Mr. Sean Lester (Ireland)—and by three Under-Secretaries-General—Mr. F. P. Walters (British), M. L. A. Podesta Costa (Argentine) and M. V. A. Sokoline (national of the U.S.S.R.).

## FUNCTIONS OF THE SECRETARY-GENERAL

### I. PREPARATION OF THE WORK OF THE LEAGUE OF NATIONS AND EXECUTION OF ITS DECISIONS

**The Secretary-General of the League acts in that capacity at all meetings of the Assembly and of the Council.** (Art. 6, para. 4, Covenant.)

He is responsible for the organisation of the Secretariat both of the Assembly and the Assembly Committees.

He is in close personal touch with the Assembly and with the members of the committees and conferences meeting under the auspices of the League of Nations. He it is who is responsible "for keeping all the committees and conferences in mind of the general policy of the League and thus helping them to arrive at decisions which are in harmony with the grand aims of which the League is the conscious expression".<sup>1</sup>

It is he who ensures liaison and co-operation between the different organs of the League of Nations, and between these organs and Member and non-member States.

In all matters of international interest which are regulated by general Conventions but which are not placed under the control of international bureaux or commissions, it is the duty of the Secretariat, subject to the consent of the Council and if desired by the parties, to collect and distribute all relevant

<sup>1</sup> See "Organisation of the Secretariat and of the International Labour Office" (document A.3.1921).

information, and to render any other assistance which may be necessary or desirable. (Art. 24, para. 2, Covenant.)

## 2. DIRECTION OF THE SECRETARIAT

The Secretary-General appoints and removes all the officials of the Secretariat, subject to the approval of the Council. (Art. 6, para. 3, Covenant.)

It is he who is responsible for the general direction of the work of all the Sections in so far as policy or decisions upon questions of principle are involved.

He maintains close relations with the important political centres of the world.

## 3. POWERS IN RESPECT OF THE MAINTENANCE OF PEACE

In the event of war or a threat of war, the League is required to take any action that may be deemed wise and effectual to safeguard the peace of nations. Should any such emergency arise, the Secretary-General shall, on the request of any Member of the League, forthwith summon a meeting of the Council. (Art. 11, para. 1, Covenant.)

The Secretary-General makes all necessary arrangements for the full investigation and consideration of any dispute arising between Members of the League and submitted to the Council by one of the parties. (Art. 15, para. 1, Covenant.)

On the submission to the Council of a case or dispute which has been placed on the agenda under paragraph 2 of Article 11 or other articles of the Covenant, such as Articles 13 or 15, the Secretary-General immediately communicates with the interested parties, drawing their attention to the necessity of taking whatever steps may be necessary or useful to prevent anything occurring in their respective territories which might prejudice the examination or settlement of the question by the Council and requesting them in the name of the Council to forward their replies to him without delay for communication to the Council and to inform him of the steps which have been taken. (Council, June 7th, 1928.)

#### 4. TREATY REGISTRATION

Every treaty or international engagement entered into hereafter by any Member of the League shall be forthwith registered with the Secretariat and shall as soon as possible be published by it. No such treaty or international engagement shall be binding until so registered. (Art. 18, Covenant.)

By December 31st, 1938, 4,495 treaties or international engagements had been registered. On the same date, the Secretariat had issued 189 volumes containing 4,400 treaties. The publication of 141 treaties is proceeding. The treaties are published in the two official languages of the League and in their original text, if this is not French or English.

### ORGANISATION OF THE SECRETARIAT

Administratively, the Secretariat consists of the offices of the Secretary-General, the Deputy Secretaries-General and Under-Secretaries-General, fifteen Sections, various administrative services, auxiliary offices in different countries, and a Library. (Tel. 2 80 00; telegraphic address: Nations, Genève.)

#### A. SECTIONS.

- I. Central.
- II. Political Section.
- III. Legal Section.
- IV. Information Section.
- V. Minorities Section.
- VI. Mandates Section.
- VII. Disarmament Section.
- VIII. Financial Section and Economic Intelligence Service.
- IX. Section of Economic Relations.
- X. Communications and Transit Section.



- XI. Health Section.
- XII. International Bureaux and Intellectual Co-operation Section.
- XIII. Opium Traffic Section.
- XIV. Social Questions Section.
- XV. Treasury.

B. LIBRARY.

C. ADMINISTRATIVE SERVICES.

- 1. Direction of Personnel and Internal Administration.
- 2. Personnel Office and Medical Service.
- 3. Document Service :
  - (a) Chief of Service and Office.
  - (b) French and English Interpreting, Translating and Précis-Writing Departments.
- 4. Publications Service and Reproduction of Documents :
  - (a) Chief of Service and Office.
  - (b) Publications.
  - (c) Printing.
  - (d) Duplicating and Multigraph.
  - (e) Draughtsmen.
- 5. Supplies Branch.
- 6. Internal Services :
  - (a) Chief of Internal Services and Office.
  - (b) Technical Service.
  - (c) Telephone Operators.
  - (d) Superintendence of Premises and House Staff.
- 7. Registry and Indexing of Publications Service.
- 8. General Stenographic Service.
- 9. Distribution and Mailing Service.



## IV. AUXILIARY ORGANISATIONS

These organisations are composed of Committees, Offices and Institutes, which are sometimes grouped together in one organisation (Health Organisation).

The object of the auxiliary organisations is to assist the Council or Assembly with their advice, and at the same time to facilitate the performance by the different States of the duties devolving upon them under the Covenant or under resolutions of the Assembly or Council. Generally speaking, they may be regarded as experts of the League of Nations who prepare the work of the principal organs. They have been created under resolutions of the Council or Assembly. In some cases, provision is even made for their establishment in the Covenant or in a special treaty. The majority are composed of persons appointed directly by the organs of the League. In certain cases the nominations are made by the States themselves.

### I. LIST OF AUXILIARY ORGANISATIONS

The principal auxiliary organisations are as follows :

1. Economic and Financial Organisation;
2. Communications and Transit Organisation;
3. Health Organisation;
4. Intellectual Co-operation Organisation;
5. Permanent Advisory Commission for Military, Naval and Air Questions;
6. Permanent Mandates Commission;
7. Commission of Enquiry for European Union;
8. Advisory Committee on Social Questions;
- 9 (a) Advisory Cttee. on Traffic in Opium and Other Dangerous Drugs;
- (b) Permanent Central Opium Board;
- (c) Supervisory Body;
10. Supervisory Commission;
11. Committee on the Allocation of Expenses;
12. Advisory Committee of Experts on Slavery.

### 2. RULES RELATING TO COMMITTEES

In order to introduce greater uniformity into the composition, appointment and working of these Committees, the

Council, on the basis of preparatory work carried out by the Secretary-General and a special Committee of Experts, adopted on January 24th, 1936 (ninetieth session), general regulations for League Committees. In conformity with the provisions of these regulations, the Committees (with certain exceptions agreed to by the Council) proceeded in 1936 to bring their own statutes and rules of procedure into line with the general regulations adopted by the Council. The general regulations are therefore now in force for all Committees appointed by the Council.<sup>1</sup>

The principal provisions relate to the duration and duties of Committees (Article 1 and 2). Committees appointed by the Council shall report to that body; they must indicate their programme of work to the Council.

The manner by which Committees may ask the Secretary-General, or through him, for any information necessary for the performance of their task is indicated by the general regulations. The articles following refer to the chairmanship of Committees, the appointment of Bureaux and Sub-Committees, and the publicity of meetings.

It is provided that the Council shall appoint members of Committees as far as possible at its January session.

The term of office of all members of Committees is fixed at three years, but shall be renewable; in case of prolonged absence (two years) a member of a Committee shall cease to form part of the Committee.

The case of States which withdraw from the League is dealt with specially.

The Regulations lay down in principle that (1) the expenses of members of Committees appointed in a personal capacity shall be paid out of the budget of the League of Nations under the conditions laid down by the Assembly; (2) it shall be for the Governments themselves to pay the expenses of their representatives on Governmental Committees.

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<sup>1</sup> There are certain Committees which are appointed by the Assembly.

## V. THE INTERNATIONAL LABOUR ORGANISATION

Parts XII and XIII of the various Peace Treaties concluded in 1919 were devoted to the International Labour Organisation. The Covenant itself makes the following reference to labour conditions :

Subject to and in accordance with the provisions of international Conventions existing or hereafter to be agreed upon, the Members of the League . . . . .  
will endeavour to secure and maintain fair and humane conditions of labour for men, women and children, both in their own countries and in all countries to which their commercial and industrial relations extend, and for that purpose will establish and maintain the necessary international organisations. (Art. 23, para. (a), Covenant.)

The Preamble to the part of the Treaties of Peace which forms the charter of the International Labour Organisation lays it down : (a) that social justice is recognised as a condition of universal peace; (b) that conditions of labour exist involving such injustice, hardship and privation to large numbers of people as to produce unrest so great that the peace and harmony of the world are imperilled; (c) that the failure of any nation to adopt humane conditions of labour is an obstacle in the way of other nations which desire to improve conditions in their own countries.

## CONSTITUTION AND ORGANISATION

The Members of the Organisation consist of all the Members of the League of Nations, which belong to it *ipso facto*, together with three States—viz., the United States of America, which joined specially, and Brazil and Japan, which remained Members after withdrawal from the League.

The main organs of the International Labour Organisation are the International Labour Conference, the Governing Body of the International Labour Office and the International Labour Office.

The *Conference*, which meets at least once each year, is composed of the representatives of the States Members of the Organisation. Each country is represented by four delegates, two for the Government and two for the employers and the workpeople respectively.

The *Governing Body* consists of thirty-two members; sixteen represent the Governments, eight the employers, and eight the workmen. Of the sixteen Government representatives, eight are appointed by the Members which are of the chief industrial importance, and eight are appointed by the other Government delegations at the Conference, with the exception of those of the eight Members mentioned above. The Governing Body meets approximately every three months.

The *International Labour Office* is a body of international officials similar to the Secretariat of the League of Nations. It is under a Director appointed by the Governing Body, to which he is responsible.

The International Labour Office has (December 1938) branch offices or national correspondents in the following countries: Argentine, Belgium, Brazil, Chile, China, Cuba, Czecho-Slovakia, Ecuador, Estonia, France, Germany, Great Britain, Hungary, India, Japan, Latvia, Lithuania, Mexico, Poland, Roumania, Spain, United States of America, Uruguay, Venezuela and Yugoslavia.

RELATIONS BETWEEN THE INTERNATIONAL,  
LABOUR ORGANISATION AND THE LEAGUE

As regards the achievement of the objects assigned to the International Labour Organisation in its charter, the Conference, the Governing Body and the International Labour Office work independently of the Assembly and the Council, although in principle the Organisation is part of the League.

There is a certain legal connection between it and the League.

In the financial sphere, the Labour Organisation's draft budget, which is prepared by the Governing Body, is incorporated in the general budget voted by the Assembly of the League.

In the administrative sphere, certain functions germane to the activities of the Labour Organisation are vested in the Secretary-General of the League of Nations—*e.g.*, the custody of the original texts of the conventions and recommendations adopted by the International Labour Conference and the communication of certified copies to the Members of the Organisation. He also receives ratifications and notifies the Governments of their deposit.

The Labour Organisation co-operates with the organs of the League in investigating certain economic and social problems.

RELATIONS BETWEEN THE INTERNATIONAL,  
LABOUR ORGANISATION AND THE PERMANENT  
COURT OF INTERNATIONAL JUSTICE

Any questions or difficulties relating to the interpretation of the charter of the International Labour Organisation and the Conventions ratified under it by the Member States have to be submitted to the Permanent Court of International Justice.

The Permanent Court may also be called upon to pronounce on disputes arising between the Member States with regard to the observance of their obligations (Art. 423).



## FUNCTIONS AND ACTIVITIES

The essential object of the International Labour Organisation is to frame and supervise the application of international rules with regard to conditions of labour.

### (a) FRAMING OF CONVENTIONS AND RECOMMENDATIONS

This work is done in two stages :

1. In the first place, it is the duty of the International Labour Office and the Governing Body to study and prepare problems for submission to the Conference and take such steps as may be necessary to guide its activities into the appropriate channels. It is, moreover, the Governing Body which draws up the Conference's agenda. Similarly, the Office is expected to follow closely all developments in the social sphere and to collect full and reliable information as a basis for any future settlement on an international scale.

2. In the second place, the Conference discusses and adopts draft conventions and recommendations. From 1919 to 1938, 63 draft conventions and 56 recommendations were adopted in the course of twenty-three sessions.

The adoption of draft conventions and recommendations requires a majority of two-thirds of all the delegates present (irrespective of whether they represent Governments, workers or employers).

For a draft convention to come into force, it must be ratified by several States (as a rule a minimum of two ratifications is sufficient). By December 1st, 1938, 44 conventions had come into force, the number of ratifications received being 835.

Such ratification is the only act which a State need perform in order to bind itself. In that respect it differs from the usual diplomatic ratification which is subsequent to signature.





States are not obliged to ratify draft conventions even when their own Government delegates have voted for them.

Nevertheless, the various States are required under the Treaties to bring draft conventions or recommendations before their competent national authorities within one year (or, in exceptional cases, eighteen months) of the end of the session of the Conference at which they were adopted.

States bound by a convention are required to bring their laws into harmony with its provisions.

Article 408 of the Treaty of Versailles and the corresponding articles of the other Treaties of Peace stipulate that each of the Members of the International Labour Organisation agrees to make an annual report to the Labour Office on the measures which it has taken to give effect to the provisions of conventions to which it is a party.

#### (b) SUPERVISION OF THE APPLICATION OF CONVENTIONS

Any industrial association of employers or of workers is entitled to make *representations* to the International Labour Office if it has good reason to believe that a Member State has failed to secure the effective observance of a convention to which it is a party.

The Governing Body may then get into touch with the Government against which the representations have been made and, where appropriate, publish both the representations and the Government's reply.

All Member States are entitled to file with the International Labour Office a *complaint* regarding the execution of a convention by another Member State.

The Governing Body may adopt the same procedure either of its own motion or on the receipt of a complaint from any delegate (whether representing a Government, the employers or the workers) at the Conference.

Complaints are more far-reaching in their effects than representations. In the case of a complaint, indeed, a



Commission of Enquiry, and even the Permanent Court of International Justice, may be called upon to intervene. Should the State complained of fail to comply with the report of the Commission of Enquiry or the decision of the Court within the time specified, the other Members may take action against it by applying the economic measures which may have been indicated as appropriate to the case.

### (c) OTHER ATTRIBUTES

In addition to the preparation of Conferences, the main functions of the International Labour Office are as follows: (a) enquiries into labour conditions (contract of employment, working hours, wages, etc.), unemployment, health and safety, the conditions of agricultural labourers, seamen, etc., technical education, labour statistics, etc.; (b) relations with associations and institutions dealing with labour problems; (c) the collection of documentary material, information and publications on social and labour problems.<sup>1</sup>

<sup>1</sup> Applications for information with regard to the International Labour Office and its publications may be addressed to the International Labour Office, Geneva (Tel. 2.62.00; telegraphic address : Interlab, Genève), or to its branch offices or national correspondents as follows :

Argentine Republic : M. A. Unsain, Av. Pte. Roque Sáenz Peña 671 (8° piso B), Buenos Aires (Tel. : U.T. 34-Defensa 3756). Belgium : M. M. Gottschalk, Institut de Sociologie Solvay, Parc Léopold, Brussels (Telegr. : Interlab, Bruxelles, Tel. : 33.74.86). Great Britain : Mr. M. R. K. Burge, 12, Victoria Street, London, S.W.1 (Telegr. : Interlab Sowest London; Tel. : Whitehall 1437). Brazil : M. Bandeira de Mello, Ministère du Travail, Salas 848-850, Rio de Janeiro (Telegr. : Interlab, Rio de Janeiro; Tel. : 42-04-55). Chile : M. Poblete Troncoso, Casilla 2811, Santiago (Telegr. : Interlab, Santiago). China : M. Cheng Hai-Fong, 754, Bubbling Well Road, Shanghai (Telegr. : Interlab Shanghai; Tel. : 30251). Cuba : M. José Enrique de Sandoval, Edificio la Metropolitana, No. 422, Calle Presidente Zayas, Havana (Telgr. : Interlab, Havana; Tel. : M.78.13). Czecho-Slovakia : M. O. Sulik, Pankrac 853, Prague, XIV (Telegr. : Sulik 853 Pankrac Prague; Tel. : 575-82). Ecuador : M. V. G. Garcès, "El Dia", Quito. Estonia : M. A. Gustavson, Gonsiori 43, Tallinn (Telegr. : Gustavson, Gonsiori 43, Tallinn; Tel. : 301.48). France : . . . . ., 205, Bd. Saint-Germain, Paris (VII<sup>e</sup>) (Telegr. : Interlab Paris; Tel. : Littre 92-02). Germany : M. W. Claussen, Dahl-

## DRAFT CONVENTIONS ADOPTED BY THE INTERNATIONAL LABOUR CONFERENCE<sup>1</sup>

1. Limiting hours of work in industrial undertakings (1919; 23).
2. Unemployment (1919; 31).
3. Employment of women before and after childbirth (1919; 16).
4. Employment of women during the night (1919; 30).
5. Minimum age for admission of children to industrial employment (1919; 28).
6. Nightwork of young persons in industry (1919; 31).
7. Minimum age for admission of children to employment at sea (1920; 32).
8. Unemployment indemnity in case of loss or foundering of the ship (1920; 28).
9. Facilities for finding employment for seamen (1920; 26).
10. Age for admission of children to employment in agriculture (1921; 20).
11. Rights of association and combination of agricultural workers (1921; 31).
12. Workmen's compensation in agriculture (1921; 23).
13. White lead in painting (1921; 25).
14. Weekly rest in industrial undertakings (1921; 31).
15. Minimum age for admission of young persons to employment as trimmers or stokers (1921; 32).

mannstrasse 28, Berlin-Charlottenburg, 4 (Telegr.: Clausen 96.42.74, Berlin; Tel.: 96.42.74. Hungary: M. G. Pap, Margit Körut 45, Budapest II (Tel.: 1-530-17). India: Mr. P. P. Pillai, International Labour Office (Indian Branch), New Delhi (Telegr.: Interlab New Delhi; Tel.: 3191). Japan: Mr. I. F. Ayusawa, Shisei Kaikan Building, Hibiva Park, Kojimachiku, Tokio (Telegr.: Interlab Tokio; Tel.: Ginza 1580). Latvia: M. K. Seržans, Skolas iela 30, Riga (Telegr.: Sabmin Riga Latvia). Lithuania: M. K. Strimaitis, Kalniečiu 4-a, Kaunas (Tel.: 2.48.56). Mexico: M. F. Bach, Post Office Box 292 (Apartado 292) Mexico, D.F. (Telegr.: Interlab, Mexico; Tel.: Ericsson 4-75-91). Poland: Mme. François Sokal, Flory 1/11, Warsaw (Telegr.: Interlab; Tel.: 8.15.65). Roumania: M. G. Vladesco Racoassa, Strada Maria Rosetti 47-49, Bucharest III (Tel.: 231-95). Spain: M. . . . . ., Apartado de Correos 3032, Madrid (Telegr.: Interlab Madrid; Tel.: 30.848). United States of America: M. L. Magnusson, 734, Jackson Place, Washington, D.C. (Telegr.: Interlab Washington; Tel.: District 8736). Uruguay: M. E. K. Talay, Colon 1476, Montevideo. Venezuela: M. R. Caldera, Sur 14, 56-2, Caracas (Telegr.: Interlab, Caracas). Yugoslavia: M. I. Steinitz, Poštanski Pregradak 561, Belgrade (Telegr.: Interlab Belgrade).

<sup>1</sup> The figures shown in parentheses after the title of each draft convention indicate the year in which the latter was adopted and the number of ratifications obtained up to December 1st, 1938.

16. Compulsory medical examination of children and young persons employed at sea (1921; 33).
17. Workmen's compensation for accidents (1925; 19).
18. Workmen's compensation for occupational diseases (1925; 30).
19. Equality of treatment for national and foreign workers as regards workmen's compensation for accidents (1925; 35).
20. Nightwork in bakeries (1925; 11).
21. Simplification of inspection of emigrants on board ship (1926; 21).
22. Seamen's articles of agreement (1926; 24).
23. Repatriation of seamen (1926; 17).
24. Sickness insurance for workers in industry and commerce and domestic servants (1927; 16).
25. Sickness insurance for agricultural workers (1927; 11).
26. Creation of minimum wage fixing machinery (1928; 22).
27. Marking of the weight on heavy packages transported by vessels (1929; 35).
28. Protection against accidents of workers employed in loading or unloading ships (1929; 4).
29. Forced or compulsory labour (1930; 19).
30. Regulation of hours of work in commerce and offices (1930; 10).
31. Hours of work in coal mines (1931; 1).
32. Protection against accidents of workers employed in loading or unloading ships (revised 1932; 9).
33. Age for admission of children to non-industrial employment (1932; 6).
34. Fee-charging employment agencies (1933; 5).
35. Compulsory old-age insurance for persons employed in industrial or commercial undertakings, in the liberal professions, and for outworkers and domestic servants (1933; 2).
36. Compulsory old-age insurance for persons employed in agricultural undertakings (1933; 2).
37. Compulsory invalidity insurance for persons employed in industrial or commercial undertakings, in the liberal professions and for outworkers and domestic servants (1933; 2).
38. Compulsory invalidity insurance for persons employed in agricultural undertakings (1933; 2).
39. Compulsory widows' and orphans' insurance for persons employed in industrial or commercial undertakings, in the liberal professions, and for outworkers and domestic servants (1933; 1).
40. Compulsory widows' and orphans' insurance for persons employed in agricultural undertakings (1933; 1).
41. Partial revision of the Convention concerning the Employment of Women during the Night, as voted in 1919 (1934; 14).
42. Extension of the list of occupational diseases, the victims of which are entitled to workers' compensation embodied in the Convention on Workmen's Compensation for Occupational Diseases, as voted in 1925 (1934; 11).
43. Regulation of rest intervals and the alternation of shifts in automatic sheet-glass works (1934; 6).

44. Institution of an unemployment insurance system (1934; 3).
45. Employment of women underground in mines (1935; 20).
46. Revision of the Hours of Work (Coal Mines) Convention of 1931 (1935; 1).
47. Reduction of the hours of work to forty per week (1935; 1).
48. Establishment of an international scheme for the maintenance of rights under invalidity, old-age and widows' and orphans' assurance (1935; 4).
49. Reduction of the hours of work in glass bottle manufacture (1935; 6).
50. Recruiting of indigenous workers (1936; 2).
51. Reduction of hours of work (public works) (1936; 1).
52. Holidays with pay (1936; 2).
53. Minimum requirement of professional capacity for masters and officers on board merchant ships (1936; 7).
54. Annual holidays with pay for seamen (1936; 2).
55. Liability of the shipowner in case of sickness, injury or death of seamen (1936; 2).
56. Sickness insurance for seamen (1936).
57. Hours of work on board ship and manning (1936; 3).
58. Revision of Convention fixing the minimum age for admission of children to employment at sea (1936; 4).
59. Revision of Convention on minimum age for admission of children to industrial employment (1937; 1).
60. Revision of Convention on age for admission of children to non-industrial employment (1937;—).
61. Reduction of hours of work (textiles) (1937; 1).
62. Safety provisions (building) (1937;—).
63. Statistics of Wages and Hours of Work (1938;—).

## VI. THE PERMANENT COURT OF INTERNATIONAL JUSTICE

The Permanent Court of International Justice, which was established in accordance with Article 14 of the Covenant, has its seat at the Peace Palace at The Hague (Telegraphic address : Intercourt, La Haye).

### STATUTE AND RULES OF THE COURT

The Statute of the Court was adopted by the Assembly in 1920 and, after ratification by the majority of the Members of the League, came into force in 1921. It was amended by virtue of a Protocol dated September 14th, 1929, which came into force on February 1st, 1936. The Court's activities have been governed by the new text of the Statute since that date.

Under the terms of the Statute, the Court has adopted Rules for the performance of its duties.

These Rules were drawn up in 1922 and amended on various subsequent occasions, the last being in 1936, after the entry into force of the revised Statute.

### THE JUDGES

The Court consists of fifteen judges.

The judges are elected by the Council and Assembly<sup>1</sup> for nine years, the candidates requiring for election an absolute

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<sup>1</sup> 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 (Resolution of the Assembly adopted on October 3rd, 1936).

majority in both bodies. The latter make their choice from a list of persons nominated by the national groups in the Court of Arbitration,<sup>1</sup> each national group putting forward not more than four names. The members of the Court are as follows :

M. Guerrero, *President* (Salvadorian);  
Sir Cecil Hurst, *Vice-President* (United Kingdom);  
Count Rostworowski (Polish);  
M. Fromageot (French);  
M. de Bustamante (Cuban);  
M. Altamira (Spanish);  
M. Anzilotti (Italian);  
M. Urrutia (Colombian);  
M. Negulesco (Roumanian);  
Jonkheer van Eysinga (Netherlands);  
M. Cheng (Chinese);  
Mr. Hudson (United States of America);  
M. Ch. De Visscher (Belgian);  
M. Erich (Finnish).

The present members of the Court vacate their office on December 31st, 1939.

## COMPETENCE OF THE COURT

**The Court shall be competent to hear and determine any dispute of an international character which the parties thereto submit to it. The Court may also give an advisory opinion upon any dispute or question referred to it by the Council or by the Assembly. (Art. 14, Covenant.)**

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<sup>1</sup> The Permanent Court of Arbitration was established by the two Hague Conferences of 1899 and 1907. Each contracting State nominates four persons (National Group) who together form a panel of persons who may serve as arbitrators. States wishing to submit a difference to the Court of Arbitration may choose the arbitrators from the persons on this panel.



The Court is thus empowered : (1) to pronounce judgment (*i.e.*, to decide contentious cases); (2) to give advisory opinions. These are both judicial functions.

As regards the first of these, the Court is open, without special conditions, to all States Members of the League of Nations or States mentioned in the Annex to the Covenant.

It is also open to all other States which make a declaration accepting the jurisdiction of the Court and undertaking to carry out its decisions in all good faith (Statute, Article 35, Council resolution of May 17th, 1922).

In contentious matters, the Court's jurisdiction is always conditional upon the consent of the parties. Such jurisdiction is said to be compulsory when the parties' consent has been given once and for all in a treaty or convention relating either to all or to certain categories of disputes. In cases in which the Court has compulsory jurisdiction, proceedings may be initiated by an application by one of the parties only. In other cases, a matter may only be brought before the Court by means of a *compromis*—a special agreement under which two or more States submit a given case to the Court.

In regard to the second of its functions, the Court is empowered to give advisory opinions to the Assembly or Council at their request. It thus has no power to give opinions directly to other organisations or to individual States. The Council nevertheless frequently accedes to requests made to it by organisations or States with a view to obtaining the Court's opinion on stated questions.

In the performance of its judicial duties, the Court applies international conventions, together with the rules of law which it deduces from international custom, from the general principles of law recognised by civilised nations and, as a subsidiary means, from judicial decisions and the teachings of the most highly qualified publicists.



## COMPULSORY JURISDICTION OF THE COURT

The Court's compulsory jurisdiction applies more especially to those States which have accepted the "optional provision" embodied in the Statute in Article 36, paragraph 2. States having effectively acceded to this clause undertake in advance to submit to the Court all or certain legal disputes concerning the interpretation of a treaty; any question of international law; the existence of any fact which, if established, would constitute a breach of an international obligation; the nature or extent of the reparation to be made for the breach of an international obligation.

On December 31st, 1938, the above-mentioned clause was binding on the following thirty-eight States :

South Africa, Albania, Australia, Belgium, Bolivia, Brazil, the United Kingdom, Bulgaria, Canada, Colombia, Denmark, the Dominican Republic, Estonia, Finland, France, Greece, Haiti, Hungary, India, Iran, Ireland, Latvia, Lithuania, Luxemburg, Monaco,<sup>1</sup> Netherlands, New Zealand, Norway, Panama, Paraguay, Peru, Portugal, Roumania, Salvador, Siam, Sweden, Switzerland and Uruguay.

In addition to the Optional Clause, the General Act of 1928 providing for conciliation, judicial settlement and arbitration, together with a considerable number of bilateral treaties for the pacific settlement of disputes, invests the Court with compulsory jurisdiction in respect of important classes of disputes, more particularly those of a legal nature, while some provide for such jurisdiction in all disputes without exception. Similarly, numerous special bilateral or multilateral conventions provide for the Court's jurisdiction in particular circumstances.

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<sup>1</sup> The acceptance of Monaco is given in accordance with paragraph 4 of No. 2 of the Council Resolution of May 17th, 1922 (see page 110), which provides that States not members of the League or mentioned in the Annex to the Covenant may accept the jurisdiction of the Court as compulsory, but that such acceptance may not, without special convention, be relied upon *vis-à-vis* Members of the League or States mentioned in the Annex to the Covenant which have signed or may hereafter sign the Optional Clause.

## WORK OF THE COURT

The Court, in the period 1922-1935, held, in addition to a preliminary session in 1922, thirty-five sessions—viz., one session in 1922, three in 1923, one in 1924, four in 1925, two in 1926, one in 1927, three in 1928, two in 1929, two in 1930, four in 1931, three in 1932, four in 1933, three in 1934 and two in 1935, together with two sessions of the Chamber of Summary Procedure in 1924 and 1925 respectively. Since 1936, according to the revised Statute, the Court is always in session, except during the judicial vacations, which are fixed as follows (*Rules*, Art. 25) : (a) From December 18th to January 7th; (b) from the Sunday before Easter to the second Sunday after Easter; (c) from July 15th to September 15th.

Between 1922 and 1938, seventy-nine cases were brought before the Court, fifty-one of them being contentious cases and twenty-eight requests for an advisory opinion.

In addition to the twenty-eight judgments and twenty-seven advisory opinions given by the Court in dealing with the cases above mentioned, the Court issued a certain number of Orders, some of which were similar in character to the judgments.

Two cases were brought before the Chamber of Summary Procedure, but up to the present the Chambers constituted to deal with labour disputes and disputes relating to communications and transit, as provided in the Statute of the Court, have not been called upon to deal with any cases.

### (a) CONTENTIOUS CASES

Eleven cases were brought before the Court as a result of a preliminary agreement between the parties in question.

Twenty-four were introduced upon a unilateral request.

Two cases were concerned with the interpretation of a previous judgment and fourteen had reference to a preliminary objection.

The principal contentious cases dealt with by the Court were the following :

- Case of the *Wimbledon* (Great Britain, France, Italy, Japan—Germany; Judgment of August 17th, 1923);
- Case of the *Mavrommatis Concessions* (Greece—Great Britain; Judgments of August 30th, 1924, March 26th, 1925, and October 10th, 1927);
- Case relating to the interpretation of paragraph 4 of the Annex to Article 179 of the Treaty of Neuilly (Bulgaria—Greece; Judgments of September 12th, 1924, and March 26th, 1925);
- Cases relating to Polish Upper Silesia (Germany—Poland, Judgments of August 25th, 1925, May 25th, 1926, July 26th, 1927, December 16th, 1927, April 26th, 1928, and September 13th, 1928);
- Case of the *Lotus* (France—Turkey; Judgment of September 7th, 1927);
- Case relating to the Serbian and Brazilian Loans issued in France (France—Yugoslavia; Brazil—France; Judgments of July 12th, 1929);
- Case of the Free Zones of *Haute Savoie* and the *Pays de Gex* (France—Switzerland; Orders of August 19th, 1929, and December 6th, 1930; Judgment of June 7th, 1932);
- Case relating to the territorial jurisdiction of the International Commission of the Oder (Germany, Denmark, France, Great Britain, Sweden, Czechoslovakia—Poland; Judgment of September 10th, 1929);
- Case relating to the interpretation of the Statute of Memel (Great Britain, France, Italy, Japan—Lithuania; Judgments of June 24th, 1932, and August 11th, 1932);
- Case of Eastern Greenland (Denmark—Norway; Judgment of April 5th, 1933);
- Cases relating to certain sentences rendered by the Hungarian-Czechoslovak and Hungarian-Yugoslav Mixed Arbitral Tribunals (Czechoslovakia—Hungary, Judgment of December 15th, 1933; Hungary—Yugoslavia, Judgment of December 16th, 1936);
- Cases regarding the Ottoman Empire; Lighthouse Concession (France—Greece; Judgments of March 17th, 1934 and October 8th, 1937);
- Case of Oscar Chinn (river traffic in the Belgian Congo) (Belgium—United Kingdom; Judgment of December 12th, 1934);
- Case of the waters of the Meuse (Netherlands-Belgium); Judgment of June 28th, 1937).
- Case of the Moroccan phosphates (Italy-France; Judgment of June 14th, 1938).

On December 31st, 1938, the following contentious cases were pending before the Court :

- Case of the Panevezys-Saldutiskis railway (Estonia-Lithuania; Order of June 30th, 1938).
- Case of the Sofia and Bulgaria electricity undertaking (Belgium-Bulgaria).
- Case of the *Société commerciale de Belgique* (Belgium-Greece).

(b) ADVISORY OPINIONS

The requests for an advisory opinion submitted to the Court were addressed to it by the Council of the League of Nations, the Assembly not having as yet availed itself of its right under Article 14 of the Covenant.

The principal cases were the following :

- Cases relating to the International Labour Organisation (opinions of July 31st, 1922, August 12th, 1922, July 23rd, 1926, August 26th, 1930, and November 15th, 1932);
- Case relating to nationality decrees in Tunis and Morocco (opinion of February 7th, 1923);
- Case relating to the status of Eastern Carelia (opinion of July 23rd, 1923);
- Cases relating to Polish Upper Silesia (opinions of September 10th, 1923, September 15th, 1923, and May 15th, 1931);
- Cases relating to frontier questions (opinions of December 6th, 1923, September 4th, 1924, and November 21st, 1925);
- Cases relating to the exchange of Greek and Turkish and of Greek and Bulgarian populations (opinions of February 21st, 1925, August 28th, 1928, July 31st, 1930, and March 8th, 1932);
- Cases relating to the Free City of Danzig (opinions of May 16th, 1925, March 3rd, 1928, December 12th, 1931, February 4th, 1932, and December 4th, 1935);
- Case relating to the competence of the European Commission of the Danube (opinions of December 8th, 1927);
- Case relating to the Customs regime between Germany and Austria (opinion of September 5th, 1931);
- Case relating to the railway traffic between Lithuania and Poland (opinion of October 15th, 1931).
- Case relating to the Albanian minority schools (opinion of April 6th, 1935).

## VII. THE BUDGET OF THE LEAGUE

### A. EXPENDITURE <sup>1</sup>

Annual Budgets (in thousands of Swiss francs for all columns except the last).

Year.	Assembly, Council, Secretariat, Conferences and Committees.	International Labour Organisation.	Permanent Court of International Justice (including Registry).	Miscellaneous grants <sup>2</sup> , Buildings, Pensions.	Total.
1920 ...	8,777	4,317	—	500	13,593,945
1921 ...	11,350	7,010	—	1,000	19,360,000
1922 ...	12,123	6,135	1,500	1,000	20,758,945
1923 ...	14,093	8,200	1,880	1,000	25,173,508
1924 ...	11,298	7,032	1,920	1,000	21,250,912
1925 ...	12,359	7,340	1,908	1,000	22,608,138
1926 ...	12,533	7,114	1,907	1,375	22,930,633
1927 ...	13,561	7,431	2,143	1,375	24,512,341
1928 ...	13,829	7,619	2,171	1,714	25,333,817
1929 ...	14,713	8,314	2,255	1,743	27,026,280
1930 ...	15,631	8,552	2,267	1,758	28,210,248
1931 ...	16,757	8,661	2,712	3,505	31,637,501
1932 ...	19,174	8,792	2,663	3,057	33,687,994
1933 ...	17,181	8,851	2,660	4,735	33,429,132
1934 ...	15,566	8,257	2,538	4,464	30,827,805
1935 ...	15,041	8,686	2,535	4,376	30,639,664
1936 ...	14,591	6,699	2,321	4,667	28,279,901
1937 ...	14,842	7,608	2,561	4,172	29,184,128
1938 ...	15,929	8,335	2,894	5,115	32,273,251
1939 ...	16,188	8,394	2,840	4,812	32,234,012

<sup>1</sup> Excluding credits entered in the 1920, 1921, 1923, 1924 and 1925 budgets for the Working Capital Account.

<sup>2</sup> For 1938: Permanent Central Opium Board.  
International Assistance to Refugees.  
Settlement of the Assyrians of Iraq.  
High Commissioner of the League of Nations at Danzig.  
New York World's Fair.

## B. RECEIPTS

The contributions of Members of the League are fixed in gold francs, the gold franc having been of the same value as the Swiss franc until September 26th, 1936.

Beginning with the 1938 budget, the Assembly decided to calculate the *income* budget in gold francs at the existing legal rate, thus leaving to States Members the whole of the profit resulting from the devaluation of the Swiss franc (29.269%).

The sum for allocation between the Members of the League for 1939 has accordingly been calculated as follows :

	Swiss francs
Total expenditure .....	32,234,012.—
	Gold francs
Total receipts in gold francs, taken at the same figure as the total expenditure, less 29.269% .....	22,799,327.18
<i>Less</i> balance of surplus distributed after various appropriations ...	2,373,058.77
	<hr/>
Sum remaining for allocation be- tween the Members of the League	20,426,268.41

## VOTING OF THE BUDGET

**The expenses of the League shall be borne by the Members of the League in the proportion decided by the Assembly.** (Art. 6, para. 5, amendment of August 13th, 1924.)

No resolution involving expenditure may be voted by the Assembly until the Finance Committee and the Supervisory Commission have reported on the matter.

Budgetary proposals have to be adopted by the Assembly unanimously (Rules of Procedure of the Assembly).

## CONTRIBUTIONS OF MEMBER STATES

### I. SCALE OF ALLOCATION OF EXPENSES

The expenditure of the League is covered by the contributions of the Members in proportions fixed by the Assembly. The Assembly has adopted a scale in which these proportions are indicated in units (see the Members of the League of Nations, page 34). The number of units assigned to each State is based upon various factors regarded as indicative of its economic and financial position. The scale is revised at intervals. The scale at present in force was approved for the years 1937, 1938 and 1939 by the 1936 Assembly.

The 1938 Assembly appointed a Committee of twelve members to examine the modifications which should be made in the existing scale.

### 2. PAYMENT OF CONTRIBUTIONS

The Assembly of 1934 set up a small committee with full power, subject to ratification by the 1935 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.

The 1935 Assembly noted with satisfaction that, as a result of the work of the Special Committee, settlements had been reached with certain States for the payment of their arrears and invited the Committee to continue its work and to present a report to the next Assembly.

The 1936 Assembly approved the new proposals of the Committee, and extended its powers to cover all questions arising in connection with the collection of contributions.

In 1937 and 1938, the Assembly considered that, whilst the position had improved, it was nevertheless necessary to maintain a vigilant attitude. It renewed the mandate of the Committee, whose existence it considered as still necessary.



## SUPERVISION OF THE BUDGET SUPERVISORY COMMISSION

The budget estimates are examined by the Supervisory Commission appointed by the Assembly. After examination by the Commission, the estimates are circulated to all the Members of the League not less than three months before the meeting of the Assembly. They are then discussed by the Finance Committee of the Assembly and voted by the full Assembly after consideration by the Fourth Committee.

The Supervisory Commission consists of seven members appointed by the Assembly for three years, of whom one at least must be a financial expert. The duty of the Commission is to give such advice as may be required on financial and administrative questions and to examine the closed accounts and budget estimates.

## AUDIT OF ACCOUNTS

The accounts of the League are audited every year after they have been closed, and also three times in the course of the year. The audit is carried out by an auditor nominated by the Council for a period of five years, on the proposal of the Supervisory Commission. The present holder of the office is a high official of the Swedish Government, M. U. A. J. BRUNSKOG.

PART IV  
POLITICAL ACTIVITIES  
OF THE LEAGUE

## I. ORGANISATION OF PEACE

### A. PACIFIC SETTLEMENT OF DISPUTES

The maintenance of peace presupposes, among other conditions, the possibility of having recourse to methods of pacific settlement for the disputes which may arise between States. The Covenant provides a system for the pacific settlement of disputes, involving the existence of organs and procedures for this purpose.

The Covenant contains four kinds of provisions relating to the pacific settlement of disputes.

In the first place, Article 11, which aims at the prevention of war and at arresting hostilities in the event of their having broken out, leads indirectly to preparing a way for the settlement of the dispute.

In the second place, Article 13 provides, in certain cases, for a judicial or arbitral settlement of the dispute.

In the third place, Article 15 and Article 17, paragraphs 1 and 2, provide a procedure for submitting disputes to an enquiry by the Council or the Assembly and closing with the adoption of a report recommending a solution.

In the fourth place, Article 19 provides for the possibility of seeking a solution of the dispute in certain cases by a modification of existing law.

#### I. MAINTENANCE OF PEACE (ARTICLE 11)

The purpose of Article 11 is to ensure the maintenance of peace. It does not relate directly to the settlement of international disputes, but aims at removing or alleviating emergencies which threaten peace between nations. In order to achieve this result, it will often be necessary for the organs

of the League of Nations to deal with the dispute which leads to the emergency, to find a solution for this dispute or to point the way to a solution.

Any war or threat of war, whether immediately affecting any of the Members of the League or not, is hereby declared a matter of concern to the whole League, and the League shall take any action that may be deemed wise and effectual to safeguard the peace of nations. In case any such emergency should arise, the Secretary-General shall, on the request of any Member of the League, forthwith summon a meeting of the Council. (Art. 11, para. 1, Covenant.)

It is also declared to be the friendly right of each Member of the League to bring to the attention of the Assembly or of the Council any circumstance whatever affecting international relations which threatens to disturb international peace or the good understanding between nations upon which peace depends. (Art. 11, para. 2, Covenant.)

Article 11 can be invoked both by the States parties to the dispute and by the other Members of the League. (See the Jaworzina case between Poland and Czecho-Slovakia, Council resolution of March 26th, 1924, page 168.)

## 2. ARBITRATION OR JUDICIAL SETTLEMENT (ARTICLE 13)

In virtue of Article 12 (see page 131), the Members of the League of Nations between which there arises a *grave* dispute—*i.e.*, a dispute likely to lead to a rupture—must submit the matter either to arbitration or judicial settlement (Article 13) or to enquiry by the Council. (Article 15, see page 123.)

By a judicial settlement is meant a settlement brought about by a properly constituted international court—that is to say,

a court of justice applying rules of law with a permanent bench (*e.g.*, the Permanent Court of International Justice). Settlement by arbitration is effected by the awards rendered by one or more international arbitrators appointed to decide a case or series of cases.

The Members of the League agree that whenever any dispute shall arise between them which they recognise to be suitable for submission to arbitration or *judicial settlement*, and which cannot be satisfactorily settled by diplomacy, they will submit the whole subject-matter to arbitration or *judicial settlement*. (Art. 13, para. 1, Covenant.)

Disputes as to the interpretation of a treaty, as to any question of international law, as to the existence of any fact which, if established would constitute a breach of any international obligation, or as to the extent and nature of the reparation to be made for any such breach, are declared to be among those which are generally suitable for submission to arbitration or *judicial settlement*. (Art. 13, para. 2, Covenant.)

For the consideration of any such dispute, the court to which the case is referred shall be the Permanent Court of International Justice, established in accordance with Article 14, or any tribunal agreed on by the parties to the dispute or stipulated in any convention existing between them. (Art. 13, para. 3, Covenant.)

The Members of the League agree that they will carry out in full good faith any award or *decision* that may be rendered, and that they will not resort to war against a Member of the League which complies therewith. In the event of any failure to carry out such an award or *decision*, the Council shall propose what steps should be taken to give effect thereto. (Art. 13, para. 4, Covenant.) (See also "Compulsory Jurisdiction of the Court", page III.)

Arbitration and judicial settlement are reserved for disputes relating to questions of law, commonly known as "juridical disputes"—*e.g.*, the application of an international treaty.

Contrary to what might be gathered from a casual glance at Article 13, the Covenant does not make it compulsory to resort to arbitration or judicial settlement. A question cannot be submitted to such settlement unless, in the "opinion" of the States parties to the dispute, the latter is suitable for such solution.

But States have the option of accepting an obligation to resort to judicial settlement by signing the Optional Clause of Article 36 of the Statute of the Permanent Court of International Justice (forty-one States are bound by this article) or an obligation to resort, according to cases, to judicial settlement or to arbitration by acceding to the General Act of September 26th, 1928 (twenty-three States are bound by this Act). (See also page 154.)

Lastly, States may, by concluding particular treaties (usually bilateral treaties) for the pacific settlement of disputes, stipulate that disputes which arise between them shall be submitted to judicial settlement, arbitration or conciliation (on December 31st, 1938, more than 250 treaties of this kind had been registered with the Secretariat of the League of Nations).

The fourth paragraph of Article 13 provides for the enforcement of judicial or arbitral awards. The Council of the League of Nations is responsible for "proposing" to the Members of the League of Nations the necessary steps to give effect to such awards.

### 3. SUBMISSION OF CASES TO THE COUNCIL OR THE ASSEMBLY

#### (a) DISPUTES BETWEEN STATES MEMBERS (ARTICLE 15)

We have seen in the previous section that Article 13 does not compel Members of the League of Nations to resort to

arbitration or judicial settlement. Hence, if the States parties to the dispute have not otherwise contracted the obligation to submit the disputes arising between them to arbitration or judicial settlement (Article 36 of the Statute of the Court, General Act, particular treaties), the only obligation by which they are bound is to submit their dispute to the Council or to the Assembly according to the procedure laid down in Article 15.

The disputes submitted to the Council under Article 15 may be of all kinds. In examining them, the Council makes allowance both for the legal and the political aspects of the question. Without neglecting the strict letter of the law, it is allowed to take into account considerations of equity and expediency.

Article 15 may be applied even when a state of war exists between the parties to a dispute, as was affirmed in the opinion given on September 24th, 1934, by the First Committee of the Assembly, to which the question had been referred in connection with the dispute between Bolivia and Paraguay, who were officially at war with one another. (Article 15 has already been applied in the case of the Sino-Japanese dispute and the Colombo-Peruvian dispute, when acts of hostility had occurred between the parties without war having been declared.)

If there should arise between Members of the League any dispute likely to lead to a rupture, which is not submitted to arbitration or *judicial settlement* in accordance with Article 13, the Members of the League agree that they will submit the matter to the Council. Any party to the dispute may effect such submission by giving notice of the existence of the dispute to the Secretary-General, who will make all necessary arrangements for a full investigation and consideration thereof. (Art. 15, para. 1, Covenant.)



For this purpose, the parties to the dispute will communicate to the Secretary-General, as promptly as possible, statements of their case with all the relevant facts and papers, and the Council may forthwith direct the publication thereof. (Art. 15, para. 2, Covenant.)

The Council shall endeavour to effect a settlement of the dispute, and if such efforts are successful, a statement shall be made public giving such facts and explanations regarding the dispute and the terms of settlement thereof as the Council may deem appropriate. (Art. 15, para. 3, Covenant.)

If the dispute is not thus settled, the Council, either unanimously or by a majority vote, shall make and publish a report containing a statement of the facts of the dispute and the recommendations which are deemed just and proper in regard thereto. (Art. 15, para. 4, Covenant.)

Any Member of the League represented on the Council may make public a statement of the facts of the dispute and of its conclusions regarding the same. (Art. 15, para. 5, Covenant.)

If a report by the Council is unanimously agreed to by the members thereof other than the representatives of one or more of the parties to the dispute, the Members of the League agree that they will not go to war with any party to the dispute which complies with the recommendations of the report. (Art. 15, para. 6, Covenant.)

If the Council fails to reach a report which is unanimously agreed to by the members thereof, other than the representatives of one or more of the parties to the dispute, the Members of the League reserve to themselves the right to take such action as they shall consider necessary for the maintenance of right and justice. (Art. 15, para. 7, Covenant.)

If the dispute between the parties is claimed by one of them, and is found by the Council, to arise out of a

matter which by international law is solely within the domestic jurisdiction of that party, the Council shall so report, and shall make no recommendation as to its settlement. (Art. 15, para. 8, Covenant.)

The Council may, in any case under this article, refer the dispute to the Assembly. The dispute shall be so referred at the request of either party to the dispute provided that such request be made within fourteen days after the submission of the dispute to the Council. (Art. 15, para. 9, Covenant.)

In any case referred to the Assembly, all the provisions of this article and of Article 12 relating to the action and powers of the Council shall apply to the action and powers of the Assembly, provided that a report made by the Assembly, if concurred in by the representatives of those Members of the League represented on the Council and of a majority of the other Members of the League, exclusive in each case of the representatives of the parties to the dispute, shall have the same force as a report by the Council concurred in by all the members thereof other than the representatives of one or more of the parties to the dispute. (Art. 15, para. 10, Covenant.)

(1) The *procedure* set up by Article 15 consists of two stages :

(a) The conciliation stage (paras. 2 and 3) : The Council, after the parties have stated their case, attempts to bring about agreement between them. If it succeeds, it takes note of this agreement and the proceedings come to a successful conclusion. (See Italo-Greek dispute, Council's report of September 17th, 1923.)

(b) The decision stage (paras. 4 to 7) : If conciliation has failed, the Council draws up a report. In doing this, the Council endeavours to establish the facts and indicate the blame attaching to the parties and then to propose a solution likely to put an end to the dispute. (See Sino-Japanese dispute, Assembly's report of February 24th, 1933; dispute

between Colombia and Peru, Assembly's report of March 18th, 1933; dispute between Italy and Ethiopia, Council's report of October 7th, 1935.)

This Council report is not a judgment or an arbitral award. The decision emanates from the Council, which is a political body, and not from a court of law; it has not the authority of a judicial sentence and is not binding on the parties. Nevertheless, the Council's report is more than the proposal of a mediator. It states and judges the facts of the case and recommends a solution with all the authority conferred on it by its position as an international body directly or indirectly representing all the States Members of the League of Nations. This moral authority is the greater in proportion as the report is adopted unanimously or by a large majority.

From the legal point of view, the Council's report may create certain important obligations—namely, if the report is voted unanimously (not counting the votes of the parties to the dispute), the Members of the League of Nations are under an obligation not to resort to war against any party complying with the conclusions of the report. On the other hand, if the report is adopted simply by a majority, it has no legal force, and the parties to the dispute and the other Members of the League of Nations retain their full freedom.

(2) Article 15 confers *competence* to deal with a dispute in the first instance on the Council; but, in virtue of paragraph 9, the Council may decide to refer the dispute to the Assembly, and one of the parties may also make such a proposal. In both cases the same procedure is followed. (See Sino-Japanese dispute, dispute between Colombia and Peru, dispute between Bolivia and Paraguay.)

(3) The parties alone may lay the matter before the Council or the Assembly in virtue of Article 15.

(4) Only grave disputes—*i.e.*, disputes likely to lead to a rupture—may be dealt with by the procedure laid down in Article 15.

(5) Lastly, among disputes of a political nature, there is one class which is not liable to the procedure of enquiry by the Council or the Assembly—namely, that of questions “ which by international law are solely within the domestic jurisdiction of a party”. (Art. 15, para. 8, Covenant.) Such questions are, for instance, those connected with the constitutional or administrative organisation of a State.

(6) *Cases of the application of Article 15.*—(a) In the following cases, Article 15 was invoked. Owing to various circumstances, however, either it was not applied, or only the first steps towards its application were taken :

1920 : Bolivia, Chile, Peru (Tacna-Arica).

1923 : Greece, Italy (Corfu).

1925 : Greece, Bulgaria (Demir-Kapu).

1932 : United Kingdom, Iran (Anglo-Persian Oil Co.).

(b) In the following cases the procedure was followed up to the final stage; that is, a report by the Council or by the Assembly :

1923 : Lithuania, Poland (Vilna). *Council* report of September 20th, 1923.

1924 : United Kingdom, Turkey (Mosul). *Council* decision of September 30th, 1924.

1932 : China, Japan (Manchuria). *Assembly* report of February 24th, 1933.

1933 : Colombia, Peru (Leticia). *Council* report of March 18th, 1933.

1934 : Bolivia, Paraguay (Chaco). *Assembly* report of November 24th, 1934.

1935 : Italy, Ethiopia. *Council* report of October 7th, 1935.

(b) DISPUTES BETWEEN TWO STATES OF WHICH ONLY ONE, OR NEITHER, IS A MEMBER OF THE LEAGUE (ARTICLE 17)

In the event of a dispute between a Member of the League and a State which is not a member of the League, or between States not members of the League, the State or States not members of the League shall be invited to accept the obligations of membership in the League for the purposes of such dispute, upon such conditions

as the Council may deem just. If such invitation is accepted, the provisions of Articles 12 to 16 inclusive shall be applied with such modifications as may be deemed necessary by the Council. (Art. 17, para. 1, Covenant.)

Upon such invitation being given, the Council shall immediately institute an enquiry into the circumstances of the dispute and recommend such action as may seem best and most effectual in the circumstances. (Art. 17, para. 2, Covenant.)

If a State so invited shall refuse to accept the obligations of membership in the League for the purposes of such dispute, and shall resort to war against a Member of the League, the provisions of Article 16 shall be applicable as against the State taking such action. (Art. 17, para. 3, Covenant.)

Two cases may arise. (1) The non-member State or States may accept the Council's invitation. In that case, the provisions of Articles 12 to 16 apply in principle. (2) The non-member State or States, when invited, may refuse to accept the obligations of membership of the League for the purpose of settling the dispute. In that case, none of the procedures laid down in Articles 12 to 15 applies. If, however, the State which is not a member of the League resorts to war against a State Member of the League, the sanctions provided for in Article 16 are applicable to it.

In cases of dispute where neither State is a Member of the League :

If both parties to the dispute when so invited refuse to accept the obligations of membership in the League for the purposes of such dispute, the Council may take such measures and make such recommendations as will prevent hostilities and will result in the settlement of the dispute. (Art. 17, para. 4, Covenant.) (See "Appeal by the Chinese Government", page 196.)

#### 4. CHANGES IN TREATIES AND IN EXISTING LAW (ARTICLE 19)

Article 19 confers a special competence on the Assembly. It gives it the power, not of revising treaties on its own authority, or of itself changing international conditions, but of inviting the States concerned to proceed to an examination of such treaties and conditions.

Article 19 aims essentially at enabling the law to be adjusted to new circumstances. Unlike arbitration and judicial settlement, it is from certain points of view a procedure of a legislative nature.

The Assembly may, from time to time, advise the reconsideration by Members of the League of treaties which have become inapplicable and the consideration of international conditions whose continuance might endanger the peace of the world. (Art. 19, Covenant.)

The initiative of asking for the application of Article 19 can be taken by any Member of the League acting on its own responsibility. (Assembly resolution of September 25th, 1929.)

### B. SECURITY

Security in the narrow sense of the term consists of the various guarantees possessed by a State against the dangers of an attack upon itself.

Security in the broad sense of the term is based upon a system of international organisation which aims, not merely at prohibiting and punishing war, but at eradicating its causes, more particularly by securing a compulsory settlement of international disputes.

The present chapter only deals with security in the strict sense of the term—*i.e.*, guarantees against aggression.

The provisions of the Covenant concerning the prohibition of war, and the penalties applied against violators of this



prohibition, are contained in Articles 10, 11, 12, 13, 15, 16 and 17. Some of these articles do not solely refer to security but also relate to the pacific settlement of disputes. (See in particular Articles 11, 13 and 15.)

The principal article concerning resort to war is *Article 12*. The article which organises sanctions is *Article 16*.

## I. WARS WHICH ARE LAWFUL, OR UNLAWFUL ACCORDING TO THE COVENANT

The Covenant of the League of Nations does not in all cases prohibit resort to war. The articles which limit the right to resort to war are Articles 12 (para. 1), 13 (para. 4), and 15 (para. 6).

### (a) ARTICLE 12

**The Members of the League agree that, if there should arise between them any dispute likely to lead to a rupture, they will submit the matter either to arbitration or judicial settlement or to enquiry by the Council, and they agree in no case to resort to war until three months after the award by the arbitrators or the judicial decision or the report by the Council. (Art. 12, para. 1, Covenant.)**

**In any case under this article the award of the arbitrators or the judicial decision shall be made within a reasonable time, and the report of the Council shall be made within six months after the submission of the dispute. (Art. 12, para. 2, Covenant.)**

Article 12 thus obliges States to submit all their grave disputes either to arbitration or judicial settlement, or to enquiry by the Council (see pages 121 and 123).

States may not resort to war while the proceedings are in progress, nor until three months after the award by the



arbitrators or the judicial decision or the report by the Council. After the close of these proceedings and the expiration of the time-limit mentioned, States may lawfully resort to war.

The authors of the Covenant did not think it possible to prohibit resort to war absolutely. They confined themselves to making the intervention of the organs of the League of Nations compulsory in cases of grave conflict, and to imposing time-limits before war could be resorted to. They believed that, by creating the obligation to submit disputes to the international authorities and by prohibiting resort to war for a considerable period, it would be possible to diminish considerably the risks of war.

(b) ARTICLE 13 (PARA. 4); ARTICLE 15 (PARA. 6)

The Members of the League agree that they will carry out in full good faith any award *or decision* that may be rendered, and that they will not resort to war against a Member of the League which complies therewith. In the event of any failure to carry out such an award *or decision*, the Council shall propose what steps should be taken to give effect thereto. (Art. 13, para. 4, Covenant.)

If a report by the Council is unanimously agreed to by the members thereof other than the representatives of one or more of the parties to the dispute, the Members of the League agree that they will not go to war with any party to the dispute which complies with the recommendations of the report. (Art. 15, para. 6, Covenant.)

These two articles introduce a new limitation of resort to war. In the event of an arbitral award or a decision having been rendered, or of a report having been unanimously adopted by the Council or the Assembly, the Members of the League are not allowed to go to war with a State which complies with the award or with the recommendations of the

report. On the other hand, they retain the right to go to war with a State which does not comply with the award or recommendations.

(c) GUARANTEE OF THE INDEPENDENCE AND TERRITORIAL INTEGRITY OF STATES (ARTICLE 10)

The Members of the League undertake to respect and preserve as against external aggression the territorial integrity and existing political independence of all Members of the League. In case of any such aggression or in case of any threat or danger of such aggression, the Council shall advise upon the means by which this obligation shall be fulfilled. (Art. 10, Covenant.)

The generally prevailing opinion is that the effect of Article 10 is not entirely to prohibit war. It should be interpreted in conjunction with Article 12, which admits that in certain circumstances resort to war is lawful.

If this is so, Article 10 prohibits two kinds of war : (1) wars undertaken before the close of the proceedings and the expiration of the prescribed time-limits (Art. 12); (2) wars which although they are undertaken after the close of the proceedings and the expiration of the prescribed time-limits, are directed against the territorial integrity and political independence of a Member of the League of Nations. (Article 10 was invoked before the Council by Persia against Soviet Russia in 1920, and by Bulgaria against Greece in 1925.)

2. PROPOSALS FOR THE AMENDMENT OF THE COVENANT WITH A VIEW TO RENDERING ALL WAR UNLAWFUL

After the conclusion of the Pact of Paris on August 27th, 1928 (see page 150), the British Government submitted to the tenth Assembly of the League of Nations (September 1929)

a proposal for the amendment of the Covenant of the League of Nations to bring it into harmony with the Pact of Paris. The object was to prohibit all war in the Covenant, with the exception of self-defence and police operations carried out under the supervision of the organs of the League of Nations. The Assembly declared such an amendment to be desirable, and work was undertaken in this connection, which was carried on in 1930 and 1931.

This work encountered serious obstacles of a political nature, mainly due to the difficulty of incorporating in the Covenant, as amended, the substance of the reservations that accompany the Pact of Paris, and to the reluctance of certain States to incur additional responsibilities as regards sanctions owing to the general prohibition of recourse to war.

### 3. THE SAFEGUARD OF PEACE (ARTICLE 11)

Article 11 (see page 116) is a very important element in the system of security contained in the Covenant of the League of Nations. It aims at preventing war, whether it is lawful or unlawful under the Covenant, and at restoring peace when hostilities have broken out. The article would be of special importance in the case of a lawful war under the Covenant—*i.e.*, one not involving the sanctions provided for by Article 16.

The first paragraph concerns cases of war or threats of war. It provides for the intervention of the Council. The second paragraph refers to the less grave case of a "circumstance affecting international relations". It provides for the intervention of the Council or the Assembly.

In either case, a request for the application of Article 11 may be made by any Member of the League of Nations.

The first paragraph of Article 11 gives the Council the widest powers to fulfil its task as guardian of the peace. It may recommend interim measures of protection aimed at preventing a clash (demobilisation, withdrawal of troops behind certain lines, etc.; see Greco-Bulgarian dispute : report

by the Council of October 26th, 1925), or the bringing of pressure (naval or air demonstrations, etc.) to bear on parties which appear to threaten peace. It may also recommend a settlement relating to the merits of the dispute or a procedure aimed at bringing about such a settlement.

#### 4. SANCTIONS (ARTICLE 16)

Article 16, which provides for the case of a State having resorted to war in disregard of the Covenant, organises a system of sanctions.

These sanctions do not, properly speaking, constitute a penalty inflicted on a State for violation of the Covenant. Their essential purpose is to ensure the cessation of hostilities and to induce the offender to submit to his obligations under the Covenant. In certain cases, their purpose may also be to secure compensation for the victim of the aggressor.

Should any Member of the League resort to war in disregard of its covenants under Articles 12, 13 or 15, it shall *ipso facto* be deemed to have committed an act of war against all other Members of the League, which hereby undertake immediately to subject it to the severance of all trade or financial relations, the prohibition of all intercourse between their nationals and the nationals of the covenant-breaking State, and the prevention of all financial, commercial or personal intercourse between the nationals of the covenant-breaking State and the nationals of any other State, whether a Member of the League or not. (Art. 16, para. 1, Covenant.)

It shall be the duty of the Council in such case to recommend to the several Governments concerned what effective military, naval or air force the Members of the League shall severally contribute to the armed forces to be used to protect the covenants of the League. (Art. 16, para. 2, Covenant.)

The Members of the League agree, further, that they will mutually support one another in the financial and economic measures which are taken under this article, in order to minimise the loss and inconvenience resulting from the above measures, and that they will mutually support one another in resisting any special measures aimed at one of their number by the covenant-breaking State, and that they will take the necessary steps to afford passage through their territory to the forces of any of the Members of the League which are co-operating to protect the covenants of the League. (Art. 16, para. 3, Covenant.)

Any Member of the League which has violated any covenant of the League may be declared to be no longer a Member of the League by a vote of the Council concurred in by the representatives of all the other Members of the League represented thereon. (Art. 16, para. 4, Covenant.)

Article 16 has so far only once been applied in effect (Italo-Ethiopian dispute). It should be mentioned that the Council, in a report relating to the *conflict between China and Japan*, adopted on September 30th, 1938, declared that the Members of the League were entitled "to adopt individually the measures provided for in Article 16".

This article raises two questions : first, who is the aggressor —*i.e.*, which State or States had recourse to war in violation of the Covenant; secondly, the enforcement of the prescribed sanctions against the aggressor.

(a) *Determination of the Aggressor.*—This rests, in principle, with each State individually. Article 16 does not make it subject to a decision by the organs of the League. But it is natural that, in ignorance of the facts, States should wish to be enlightened on the question by the League organs.

This need of mutual information and common discussion was recognised in 1921.<sup>1</sup>

In the case of the Italo-Ethiopian dispute, the Members of the League, without a formal vote and without any "decision" of the Council or Assembly, expressed their opinion first in the Council and then in the Assembly.

(b) *Application of Sanctions.*—Article 16 has very different provisions in the cases of economic sanctions (para. 1) and of military sanctions.

As regards the so-called economic sanctions, which in reality concern not only trade and financial relations but, still more, personal relations (interruption of postal, railway communication, etc.), the terms of Article 16 render the immediate and full application almost automatic. But, in 1921, the Assembly thought that a rigidly automatic system might cause inconveniences, and voted resolutions for the purpose of co-ordinating, graduating and spacing out the "economic" sanctions, entrusting to the Council the task of regulating their application.

In the Italo-Ethiopian dispute, the application of sanctions was neither immediate nor automatic, but graduated and spaced out. Certain sanctions (arms embargo) were applied as soon as the breach of the Covenant had been declared; others were enforced six weeks later.

As regards the military sanctions provided for in paragraph 2 of Article 16, there is no legal obligation on Members to apply them. The Covenant provides that it is the Council's duty to recommend these sanctions. There may be a political and moral duty incumbent on States to conform to the Council's recommendation but, once again, there is no obligation on them.<sup>2</sup>

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<sup>1</sup> See amendments to the Covenant—not ratified—and especially Assembly resolutions of the same year.

<sup>2</sup> The so-called Committee of "Thirteen", which was instructed in the Council resolution of April 17th, 1935, to propose measures to render the Covenant more effective in the organisation of collective security, asked for



The third paragraph of Article 16 deals with the mutual support to be given to one another by States applying sanctions. Two cases are foreseen :

(1) In taking economic and financial measures, States will mutually support one another in order to minimise the loss and inconvenience resulting therefrom. For instance, they will compensate losses sustained by a State that has been deprived of certain markets by finding for it other markets.<sup>1</sup>

(2) The Covenant then deals with the more general hypothesis of "special measures" aimed at a State enforcing sanctions "by the Covenant-breaking State". Such measures might, for instance, be a blockade or an attack by military forces. In this case, mutual support is provided for.

(c) *Important Observation on the Obligations imposed by Article 16.*—It will be recalled that the value and scope of Article 16 have given rise to discussion ever since the creation of the League. More recently, several Governments, without calling in question the terms of Article 16, declared that certain situations of fact—namely, the non-universality of the League, the withdrawal of several great Powers, the failure to realise the promises of disarmament contained in Article 8, the fact that Article 19 had not been applied and the failure to apply Article 16 in various cases in which it was applicable

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the appointment of an expert sub-committee to consider the economic and financial measures that would be applicable. The sub-committee sat during the first half of July 1935 and was assisted by the Financial, Economic Relations and Transit Sections.

The sub-committee's investigation related to economic and financial measures of narrower scope than those involved by Article 16 of the Covenant; they would be capable of bringing sufficient pressure to bear on a country to cause it to abandon a policy of aggression, but would not disturb its whole economic life.

The chief measures were the embargo on arms, munitions and implements of war and on key-products necessary for armaments' manufacture and the stopping of imports from and the refusal of credit to the offending State.

<sup>1</sup> In the Italo-Ethiopian dispute, a resolution of the Co-ordination Committee, dated October 19th, 1935, refers to the organisation of mutual support and provides a series of measures on the subject.



—had created new conditions which abolished the compulsory character of the obligations under Article 16. These Governments stated that they would decide in each individual case whether or not they should apply Article 16. Some among them even announced their intention of not applying it until further notice (see the Minutes of the third session of the Committee of Twenty-eight, January 1938, and especially the Minutes of the Sixth Committee of the Assembly, September 1938).

## 5. COMMUNICATIONS AT TIMES OF EMERGENCY

The 1925 Assembly adopted a resolution to the effect that it was the obligation of the States Members of the League to facilitate League communications of all kinds by every means in their power at times of emergency,<sup>1</sup> this question being of the highest political importance. Accordingly, (1) States should co-operate in establishing railway traffic temporarily in place of traffic interrupted at times of emergency; (2) the Secretary-General having conducted negotiations with the States Members of the League, a large number of States have shown their readiness to grant facilities to motor vehicles and aircraft effecting transport of importance to the working of the League of Nations.

The laying out of an aerodrome near the seat of the League has been provisionally suspended owing to the economic depression.

Radio-Nations station is normally worked by the Société Radio-Suisse, but in times of emergency it will immediately pass under the sole administration of the League, which will then take possession of the whole plant, including the long-wave transmitter now belonging to the Société Radio-Suisse.

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<sup>1</sup> From the point of view of communications, a "time of emergency" occurs whenever, owing to a political situation, Governments are obliged to adopt measures modifying the working of the normal means of communication.

As long as the emergency lasts, the staff of the station will be at the disposal of the Secretary-General and will be deemed to be staff of the Secretariat. The permanent staff of the station may also then be replaced by temporary staff appointed by the Secretary-General should he consider this step to be necessary for the working of the station or for the independence of League communications.

Line telephonic connections exist with all European countries except Albania. Furthermore, connections are available with thirty-seven extra-European countries.

According to the decision of the Conference on Telecommunications (Madrid, 1932), telegrams regarding the application of Articles 15 and 16 of the Covenant exchanged, in case of a threat of war, between the President of the Council of the League or the Secretary-General on the one hand and a Minister 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, will be granted priority over Government priority telegrams. (See also Radio-Nations, page 315.)

## C. DISARMAMENT

### THE COVENANT AND DISARMAMENT

Article 8 of the Covenant defines the obligations of the League and of its Members with regard to the reduction and limitation of armaments. This text contains the following provisions :

The Members of the League recognise that the maintenance of peace requires the reduction of national armaments to the lowest point consistent with national safety and the enforcement by common action of international obligations. (Art. 8, para. 1, Covenant.)

The Council, taking account of the geographical situation and circumstances of each State, shall formu-

late plans for such reduction for the consideration and action of the several Governments. (Art. 8, para. 2, Covenant.)

Such plans shall be subject to reconsideration and revision at least every ten years. (Art. 8, para. 3, Covenant.)

After these plans shall have been adopted by the several Governments, the limits of armaments therein fixed shall not be exceeded without the concurrence of the Council. (Art. 8, para. 4, Covenant.)

The Members of the League agree that the manufacture by private enterprise of munitions and implements of war is open to grave objections. The Council shall advise how the evil effects attendant upon such manufacture can be prevented, due regard being had to the necessities of those Members of the League which are not able to manufacture the munitions and implements of war necessary for their safety. (Art. 8, para. 5, Covenant.)

The Members of the League undertake to interchange full and frank information as to the scale of their armaments, their military, naval and air programmes and the condition of such of their industries as are adaptable to warlike purposes. (Art. 8, para. 6, Covenant.)

The Members of the League will entrust the League with the general supervision of the trade in arms and ammunition with the countries in which the control of this traffic is necessary in the common interest. (Art. 23, para. *d*, Covenant.)

#### PERMANENT ADVISORY COMMISSION FOR MILITARY, NAVAL, AND AIR QUESTIONS

A permanent Commission shall be constituted to advise the Council on the execution of the provisions of

## **Articles 1 and 8 and on military, naval and air questions generally. (Art. 9, Covenant.)**

This Commission was instituted by the Council and is composed of a military, a naval and an air representative appointed by each State represented on the Council. These delegates constitute three sub-commissions when required (military, naval and air).

The purpose of the Commission is to furnish the Council with advice as to the execution of Article 8 of the Covenant (dealing specially with armaments) and with Article 1, para. 2 (armaments of States newly admitted to the League).

The Commission met for the last time in September 1932 to give an opinion on the armaments of Iraq when that country was entering the League.

## **SPECIAL PROVISIONS AFFECTING CERTAIN STATES**

A system of investigation has been laid down by certain treaties with regard to the armaments of a number of countries. Such investigations may be prescribed by the Council of the League of Nations by a majority vote on the basis of Article 213 of the Treaty of Versailles (or Article 159 of the Treaty of St. Germain, Article 143 of the Treaty of Trianon, Article 104 of the Treaty of Neuilly, respectively).

## **STAGES OF DISARMAMENT WORK**

### **I. TEMPORARY MIXED COMMISSION (1920-1924)**

The first Assembly (1920), considering that the reduction and limitation of armaments was not merely a technical problem and that, in order to arrive at a practical solution, it was necessary, in addition to technical aspects, to examine a certain number of political, social and economic questions, decided to set up a Temporary Mixed Commission composed

of persons specially qualified to deal with the different questions involved in this problem. The Commission remained in being until September 1924.

During this period, the general aspect of disarmament was considered in relation to collective security, in the hope of finding a solution of the latter problem that would satisfy certain States. The attempts were, however, unsuccessful (draft Treaty of Mutual Assistance, Geneva Protocol, *see* page 152).

## 2. PREPARATORY COMMISSION FOR THE DISARMAMENT CONFERENCE (1925-1930)

In September 1925, the Assembly requested the Council to make a preparatory study with a view to a Conference for the Reduction and Limitation of Armaments. Giving effect to this request, the Council, on September 12th, 1925, constituted the Preparatory Commission for the Disarmament Conference, consisting of representatives of a certain number of States Members and non-members of the League.

The Preparatory Commission held six sessions : in May and September 1926, in March-April and November-December 1927, in March 1928, in April-May 1929 (first part) and November-December 1930 (second part).

The Commission finally dissolved on December 9th, 1930, after preparing a draft Convention on the Reduction and Limitation of Armaments and a Final Report.

## 3. CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS (1932-...)

The Conference for the Reduction and Limitation of Armaments met at Geneva on February 2nd, 1932, under the Presidency of Mr. Arthur Henderson.

Sixty-one States, five of which are not Members of the League of Nations (Sa'udi Arabia (Hejaz), Brazil, Costa Rica, Egypt and the United States of America), sent representatives.

The Conference set up two principal organisations, the General Commission and the Bureau.

The General Commission is composed of representatives of all delegations, a Chairman, a Vice-Chairman, and a Rapporteur.

The Bureau consists of the President of the Conference, the Honorary President (M. Motta, President of the Swiss Confederation in 1932), the fourteen Vice-Presidents of the Conference—namely, the delegates of the following States : Argentina, Austria, Belgium, the United Kingdom, Czecho-Slovakia, France, Germany, Italy, Japan, Poland, Spain, Sweden, the Union of Soviet Socialist Republics and the United States of America—the Vice-Chairman of the General Commission, M. Politis (Greece), and the Presidents of the four Commissions on Land Armaments, Naval Armaments, Air Armaments and National Defence Expenditure respectively.

Occupied with several draft plans for disarmament, notably one by the United States delegation (the Hoover plan), on July 23rd, 1932, the Conference took a decision in favour of a substantial reduction of world armaments.

It also pronounced in favour of the prohibition of certain methods of war : bombing from the air, the use of chemical, incendiary and bacterial weapons. Lastly, it made a distinction between " defensive " and " offensive " weapons (heavy artillery, tanks over a certain tonnage), the latter weapons to be ultimately abolished.

A Permanent Disarmament Commission was to supervise the application of the future Disarmament Convention.

On September 14th, the German delegation stated that it would cease to take part in the future work of the Conference so long as the principle of equality of rights between all nations was not accepted.



On December 11th, the representatives of the United Kingdom, the United States of America, France, Italy and Germany recognised the principle of equality of rights under conditions assuring the security of all nations. Germany, on December 14th, resumed her place at the Conference, which undertook the examination of a plan presented by France and the proposal of the Soviet delegation regarding security, as well as various aspects of the disarmament problem.

On March 16th, 1933, the United Kingdom delegation submitted a draft Convention drawn up in such a manner as to take into account previous decisions and discussions of the Conference. It was adopted on March 27th as a basis of discussion, and accepted unanimously on June 8th, after a first reading debate, as the basis of the future Convention. It was understood that, before the second reading, the Governments would endeavour by negotiations to reduce existing political difficulties. But the agreement sought was not attained. On October 14th, 1933, Germany again left the Conference.

Exchanges of views were nevertheless continued between Governments until May 1934.

On June 8th, 1934, the General Commission voted a resolution instructing the Bureau to seek a solution of the problems in suspense and to take the necessary steps to frame a complete draft convention. Furthermore, the resolution instructed the Committees to study certain important problems. Three of these Committees—Security, Guarantees of Execution and Supervision, Manufacture of and Trade in Arms—immediately met and reached an agreement on certain principles. (See also Historical Summary, page 321.)

The Bureau of the Conference met on November 20th, 1934, and approved a proposal of the President, which, while fully respecting previous resolutions as to the final objective of the Conference, selected a certain number of questions suitable for forming the subject of separate protocols that might



come into force successively, without the Conference's waiting for the completion of a full Convention. The points were :

- (a) The control of the manufacture of and trade in arms (in regard to which important proposals had been made during the summer of 1934 by the United States Government);
- (b) Budgetary publicity;
- (c) The setting-up of the Permanent Disarmament Commission.

Between November 1934 and April 1935, the competent committees met to draft provisions on these three subjects.

The Bureau met on May 31st, 1937, under the Presidency of M. Politis,<sup>1</sup> and, after considering the work of the Committees, decided (1) to ask Governments whether they were prepared in principle to agree to the conclusion of an international convention on publicity for national defence expenditure, and (2) to instruct the Secretariat to enquire into the present position as regards the national control of the manufacture of and trade in arms.

The 1937 Assembly gave support to the Bureau's decision by voting a resolution in the same sense.

The Bureau did not meet in 1938. The results of the steps taken and the enquiries made in execution of the resolution of 1937 were communicated to the States which were represented or had been represented at the Conference.

The Assembly of 1938 re-emphasised the recommendation made in 1937 concerning the national supervision of the manufacture of and trade in arms. It also defined the principles which should serve as a basis for the regulation of bombing from the air in case of war, in order to censure the protection of civilian populations.

#### 4. STATE OF THE WORK OF THE DISARMAMENT CONFERENCE

After several years of work, with interruptions, general agreement seemed to exist on the following points at the time

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<sup>1</sup> The President, Mr. Henderson, died in October 1935.

(summer and autumn of 1934) when the General Commission and the Bureau held their last meetings under the presidency of Mr. Henderson.

(a) Prohibition of certain methods of war : bombing from the air, chemical, incendiary and bacterial weapons.

(b) Principle of qualitative and quantitative limitation of armaments.

Qualitative limitation would involve the immediate or gradual abolition of certain particularly powerful types of armaments (*e.g.*, heavy artillery, tanks above a certain tonnage).

Quantitative limitation would involve a limitation in the number of non-prohibited weapons which States might possess.

Agreement was not reached, however, as regards the application of these principles.

(c) Supervision of the manufacture of and trade in arms.

The principle of such supervision is generally accepted, although States have not yet made a definite pronouncement on its details.

(d) Publicity of national defence expenditure.

A detailed system organising publicity of national defence expenditure, which appears to meet with general acceptance, has been drawn up.

(e) Supervision of the execution of the convention.

States appear to accept the idea of supervision, entrusted to a Permanent Disarmament Commission and involving periodical inspections on the spot.

A procedure for the establishment of breaches of the convention has been drawn up.

(f) Guarantees of execution.

The Conference considered the question of guarantees for ensuring the execution of the convention and preventing or

putting an end to infractions thereof. The necessity of guarantees was generally accepted by the Conference. (As regards security, see page 130.)

## LIMITATION OF NAVAL ARMAMENTS

In close connection with the work of the League for the reduction of armaments, it should be mentioned that the limitation of naval armaments was dealt with in the Washington Naval Treaty of 1922 and the London Naval Treaty of 1930. By the former, the five great naval Powers (United Kingdom, France, Italy, Japan and United States of America) agreed to a limitation of their capital ships and aircraft carriers. By the latter, the United Kingdom, Japan and the United States agreed to limit their cruisers, destroyers and submarines, and the five Washington Treaty Powers agreed not to lay down, during the period 1930 to 1936, the capital ship replacement tonnage which they were entitled by the Washington Treaty to lay down during those years.

On June 18th, 1935, an Anglo-German naval agreement permanently fixed the future strength of the German navy at 35% of the aggregate naval strength of the British Commonwealth of Nations, applied by categories of war vessels, except for submarines—in which category Germany would be entitled to equality with the British Commonwealth of Nations but would not, without previous notice to, and discussion with, the United Kingdom Government, exceed 45% of the British tonnage.

On March 25th, 1936, the London Naval Treaty of 1936 was signed by the British Commonwealth of Nations—except the Union of South Africa and Ireland—the United States of America and France.

This Treaty, which entered into force on July 29th, 1937, and to which Italy acceded on December 2nd, 1938, limits the maximum tonnage and gun calibre of the several categories

(qualitative limitation) and provides for advance notification and exchange of information in regard to building and acquisition programmes. It remains in force until December 31st, 1942, and is open to accession by any country, a non-signatory, on behalf of which the London Naval Treaty of 1930 was signed—*i.e.*, Japan, the Union of South Africa and Ireland.

Consultation between the parties is to take place in 1940 with a view to holding a conference, in 1941, to frame a new treaty for the reduction and limitation of naval armaments.

On December 31st, 1936, the Washington Naval Treaty of 1922 and the London Naval Treaty of 1930 (except Part IV; see following paragraph) expired, and all quantitative limitation ceased to exist.

On July 17th, 1937, Anglo-German and Anglo-Soviet Naval Agreements, based on the London Naval Treaty 1936 and with the addition of certain reservations arising out of the special circumstances of the two Powers, were signed on behalf of the respective Governments, and both these entered into force on November 4th, 1937.

On April 27th, 1938, a similar Anglo-Polish Naval Agreement was signed and this entered into force on November 22nd, 1938.

On December 21st, 1938, a similar Naval Agreement between the United Kingdom and Denmark, Finland, Norway and Sweden was signed. This embodies the Protocol referred to below and will come into force on ratification by all the signatories.

On June 30th, 1938, Protocols to the above-mentioned London Naval Treaty of 1936 and the Anglo-German and Anglo-Soviet Naval Agreement of 1937 were signed, and came into force on signature, which raised the upper limit of standard displacement of capital ships from 35,000 to 45,000 tons.

A similar Protocol to the above-mentioned Anglo-Polish Naval Agreement of 1938 was signed on July 22nd, 1938, and came into force with this Agreement on November 22nd, 1938.

The United Kingdom representative said that his Government was 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 pointed out 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.

Part IV of the London Naval Treaty 1930, which lays down rules governing the action of submarines in regard to merchant ships in time of war, and was agreed on by the British Commonwealth of Nations, the United States of America, France, Italy and Japan, remains in force without limit of time, and, on November 6th, 1936, the representatives of the signatory Powers requested the United Kingdom Government to circulate these rules to all Powers non-signatory of the Treaty with an invitation to accede thereto definitely and without limit of time. Up to March 18th, 1939, a total of forty-eight Powers had acceded.

## MORAL, DISARMAMENT

(1) On September 23rd, 1931, the problem of moral disarmament, raised in a memorandum from the Polish Government, was referred to the Disarmament Conference. The problem was defined as that of seeking the best methods of bringing about a moral *détente* in order to create an atmosphere favourable to the pacific solution of international problems. It was, in particular, proposed to consider measures which Governments might take in order to ensure that education in all degrees, imparted by means of broadcasting or the cinema, might be inspired with mutual respect and good understanding as between the nations. Measures were also suggested relating to the Press, and an undertaking was contemplated for the adaptation of domestic legislation to the stage at present reached in the development of international organisation.

A Sub-Committee of the Political Commission was specially entrusted with the task of dealing with this question and of drawing up, with the help of the Secretariat and of the International Institute of Intellectual Co-operation, an act to be inserted in the final Convention of the Conference.

(2) On September 23rd, 1936, an International Convention concerning the Use of Broadcasting in the Cause of Peace was concluded under the League's auspices. By December 31st, 1936, it had been signed by twenty-five States.

## D. CONVENTIONS IN CONNECTION WITH THE SETTLEMENT OF DISPUTES AND SECURITY

These are distinct from the Covenant, but are intended to complete it, or are similar to it in purpose.

Since the creation of the League of Nations, efforts have continued without intermission to develop the organisation of peace as regards both security and the pacific settlement of disputes. These efforts, which have resulted in failures and successes, took various forms: endeavours to amend the Covenant, conclusion of general agreements supplementary to the Covenant (*e.g.*, General Act of Arbitration), particular treaties (Locarno Treaties), general treaties (Pact of Paris, Argentine Treaty of Rio de Janeiro), obligations to be inserted in the Disarmament Convention.

### I. AMENDMENTS TO THE COVENANT

In the first place, attempts were made to amend the Covenant. Various amendments, affecting Article 16 in particular, were voted by the Assembly at its second session in 1921. These amendments have so far not been ratified.

A procedure for the amendment of the Covenant of the League of Nations in order to bring it into harmony with the Pact of Paris was set on foot in 1929 (see page 129). Difficulties were encountered and the matter has been put aside for the moment.



## 2. TREATIES SUPPLEMENTARY TO THE COVENANT

Attempts were subsequently made to remedy the supposed deficiencies of the Covenant by supplementary treaties—viz. :

### (a) DRAFT TREATY OF MUTUAL ASSISTANCE

The Temporary Mixed Commission (see page 142) submitted to the Assembly in September 1923 a draft Treaty of Mutual Assistance, regarding which the fifth Assembly, in September 1924, was unable to reach an agreement, and the draft, which had been accepted in principle by eighteen States, was abandoned. This draft treaty specified means of determining the aggressor, defined obligations in the matter of assistance and provided for agreements for assistance within continental limits.

### (b) GENEVA PROTOCOL

On October 2nd, 1924, the Assembly adopted a plan for the organisation of peace commonly known as the Geneva Protocol. This Protocol endeavoured to find a general solution for the problems of the pacific settlement of disputes, of security and of disarmament. In particular, (1) it prohibited recourse to war in any circumstances; (2) it established a method of determining the aggressor whereby the aggressor should be presumed to be that State which refused to resort to arbitration or to comply with an award, or refused to comply with the provisional measures prescribed by the Council; (3) it made the application of sanctions compulsory after the determination of the aggressor; (4) it provided that all disputes should be terminated by a binding decision pronounced by the Permanent Court of International Justice, the Council of the League unanimously, or a board of arbitration.

The Geneva Protocol was signed by fourteen States, but it became clear at the 1925 Assembly that it could not secure general acceptance, and more especially the acceptance of



certain great Powers, and it was in practice abandoned. The chief reasons for this abandonment were the refusal to accept compulsory arbitration for all disputes and reluctance to assume what were regarded as excessively heavy burdens in the matter of sanctions.

### 3. LOCARNO AGREEMENTS, 1925

The failure of the Treaty of Mutual Assistance and of the Geneva Protocol had shown that the question of security was not ripe for a complete solution, either on the worldwide or on the continental scale. In Europe, efforts were then directed towards the conclusion of a regional pact dealing with the western frontiers of Germany.

This was achieved by the Treaty of Mutual Guarantee, concluded on October 16th, 1925, at Locarno (also known as the Rhine Pact) between five States—namely, Germany, Belgium, the United Kingdom, France and Italy. It is a treaty of mutual assistance providing for the intervention of the Council and contains two distinct elements :

(a) An undertaking of non-aggression entered into by Germany towards France and Belgium and by France and Belgium towards Germany;

(b) The United Kingdom and Italy guarantee the inviolability of the German-Belgian and German-French frontiers against aggression from either side.

In addition, four bilateral Treaties of Arbitration were concluded at Locarno between Germany and the following countries : Belgium, Czechoslovakia, France and Poland.

The Assembly, in a resolution of September 25th, 1926, gave its approval to the Locarno Treaties and added that "agreements of this kind need not necessarily be restricted to a limited area, but may be applied to different parts of the world".

On March 8th, 1936, Germany denounced the Treaty of Locarno by a notification to the Governments of the parties to that Treaty.

Since that moment, efforts have been made to conclude a new Convention to replace the Treaty of October 16th, 1925 (see page 191).

#### 4. GENERAL ACT OF ARBITRATION

A Committee known as the Committee on Arbitration and Security was set up on November 30th, 1927, by the Preparatory Commission for the Disarmament Conference with a view to increasing the guarantees of security and thus facilitating the work of disarmament.

One of the most important results achieved by this Committee was the General Act of Arbitration for the Pacific Settlement of International Disputes, adopted by the Assembly and thrown open to accession by all States on September 26th, 1928.

This Act entered into force on August 16th, 1929. Up to December 31st, 1938, it had received twenty-three accessions, including those of France, the United Kingdom and Italy.<sup>1</sup> Almost all of these accessions (twenty-one) are to the Act as a whole.<sup>2</sup>

The General Act, in three different chapters, provides separate procedures: a procedure of conciliation for all disputes (Chapter I); a procedure of judicial settlement or arbitration for disputes of a legal nature (Chapter II); and a procedure of arbitration for other disputes (Chapter III). States may accede to the General Act in whole or in part.

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<sup>1</sup> The States are as follows: Australia, Belgium, United Kingdom, Canada, Denmark, Estonia, Ethiopia, Finland, France, Greece, India, Ireland, Italy, Latvia, Luxemburg, Netherlands, New Zealand, Norway, Peru, Spain, Sweden, Switzerland and Turkey.

<sup>2</sup> Only the Netherlands and Sweden have given a partial accession.

## 5. MODEL TREATIES

The same Assembly recommended to the attention of States, on September 26th, 1928, a series of model bilateral or multilateral treaties (treaties A, B, C, D, E and F) concerning the pacific settlement of disputes, non-aggression and mutual assistance. The provisions concerning non-aggression and mutual assistance are based on the Locarno Treaty of Mutual Guarantee of October 16th, 1925.

## 6. CONVENTION ON FINANCIAL ASSISTANCE

This Convention, which was prepared by the Committee on Arbitration and Security, was approved by the Assembly on September 29th, 1930, and opened for signature on the same date. Its entry into force is subject to two conditions—namely, that at least three Governments providing specific financial assistance should have ratified the Convention or acceded thereto (Article 32), and that a plan for the reduction of armaments should have been put into force (Article 35). Neither of these conditions has yet been fulfilled.<sup>1</sup>

## 7. CONVENTION TO IMPROVE THE MEANS OF PREVENTING WAR

This Convention, which was also drawn up by the Committee on Arbitration and Security, was approved by the Assembly on September 26th, 1931, and opened for signature on the same date. Its entry into force is subject to the condition that it should have received ten ratifications or accessions (Article 13). This condition has not yet been fulfilled.

This Convention includes, *inter alia*, an undertaking by the parties, should a threat of war arise between them, to comply

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<sup>1</sup> Up to December 31st, 1938, the Convention had received three ratifications—those of Denmark, Finland and Iran—and twenty-seven signatures subject to ratification.

with the conservatory measures prescribed by the Council (for example, fixing of lines which must not be passed by the forces of the parties).<sup>1</sup>

## 8. THE PARIS PACT

The Paris Pact (also known as the Briand-Kellogg Pact), of August 27th, 1928, which was drawn up outside the League of Nations, is of considerable importance. It reads as follows :

The High Contracting Parties solemnly declare in the names of their respective peoples that they condemn recourse to war for the solution of international controversies, and renounce it as an instrument of national policy in their relations with one another. (Article I.)

The High Contracting Parties agree that the settlement or solution of all disputes or conflicts of whatever nature or of whatever origin they may be, which may arise among them, shall never be sought except by pacific means. (Article II.)

This Pact came into force on July 25th, 1929. On December 31st, 1937, it was binding on sixty-three States (in addition to fifty-four Members of the League, nine States non-members : Sa'udi Arabia (Hejaz), Brazil, Costa Rica, the Free City of Danzig, Egypt, Germany, Iceland, Japan and the United States of America). The following five States are not bound by the Paris Pact : Argentine, Bolivia, Salvador, Uruguay and Yemen.

The first merit of the Paris Pact is that, going further than the Covenant of the League of Nations, it contains a general prohibition of resort to war. Its second merit is to realise a greater degree of universality than the Covenant of the League of Nations (participation of Germany, the United States of America and Japan). On the other hand, unlike the Covenant of the League of Nations, the Paris Pact provides for no permanent organisation, no procedure and no sanctions.

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<sup>1</sup> Up to December 31st, 1938, the Convention had received four ratifications—Netherlands, Nicaragua, Norway and Peru—and nineteen signatures subject to ratification.

## 9. ARGENTINE ANTI-WAR PACT

The Rio de Janeiro Pact of Non-Aggression and Conciliation was signed on October 10th, 1933.

This Treaty is open for accession by any State. At the end of 1938, it was in force between twenty-six American and European States.<sup>1</sup>

The Treaty condemns wars of aggression. It prescribes the non-recognition of territorial changes obtained by force. It provides that, in the event of a breach of the Treaty, third States shall adopt a common and united attitude without, however, resorting to force. Lastly, it stipulates that international disputes shall be submitted to conciliation. It is open to all States.

In reply to the enquiry made of States, in accordance with an Assembly recommendation, concerning the application of the principles of the Covenant, the Argentine Government declared that the pact of Rio de Janeiro, which was binding both on Members of the League and on non-members, might form a means of co-ordinating action by these two groups. The Assembly, on October 10th, 1936, referred this question to a Committee of twenty-eight on the Application of the Principles of the Covenant (see also page 58).

## 10. PAN-AMERICAN CONFERENCE

In connection with regional agreements, mention must be made of the Pan-American Conferences held periodically since 1889, in which the States of Latin America and the United States participate. They have framed conventions dealing with public and private law. There is an Executive Committee and a Secretariat.

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<sup>1</sup> Argentine, Bolivia, Brazil, Bulgaria, Chile, Colombia, Cuba, Czechoslovakia, Dominican Republic, Ecuador, Finland, Guatemala, Haiti, Honduras, Mexico, Nicaragua, Panama, Peru, Portugal, Roumania, Salvador, Spain, United States of America, Uruguay, Venezuela, Yugoslavia.

Further, on January 5th, 1929, there were signed at Washington, at a Conference specially convened for the purpose, a general convention of American conciliation and a general treaty of inter-American arbitration.<sup>1</sup>

The seventh Pan-American Conference, held from December 3rd to 26th, 1933, at Montevideo, adopted an additional Protocol to the General Convention of Inter-American Conciliation, and a *Procès-verbal* of the intention to subscribe to the Pacts for the Settlement of International Conflicts by Pacific Means.

It also decided to submit to Governments members of the Conference a project of a Peace Code.

## II. BALKAN PACT

The Balkan Pact of February 9th, 1934, is at present binding on Greece, Roumania, Yugoslavia and Turkey, and contains a provision under the terms of which it may be opened to other Balkan countries (that is, Albania and Bulgaria).

This Pact is a treaty of mutual assistance whereby all the parties, with equal rights and obligations, guarantee to one another the security of their Balkan frontiers irrespective of whether aggression should come from a Balkan State a party or non-party to the Pact. Further, the parties bind themselves not to enter into any undertaking towards another Balkan country without the consent of the other parties and they undertake to consult one another.

## 12. TREATIES OF LONDON ON THE DEFINITION OF THE AGGRESSOR

On July 3rd, 4th and 5th, 1933, three Conventions, adopting the text on the definition of the aggressor which had been

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<sup>1</sup> At the end of Dec. 1938, thirteen States were parties to this Treaty : Brazil, Chile, Cuba, Dominican Republic, Guatemala, Haiti, Mexico, Nicaragua, Panama, Peru, Salvador, United States of America, Venezuela.



drawn up by a Committee of the Disarmament Conference and submitted to the General Commission, were signed in London.

These Conventions provide five criteria of aggression :

- (1) Declaration of war upon another State;
- (2) Invasion by its armed forces, with or without a declaration of war, of the territory of another State;
- (3) Attack by its land, naval or air forces, with or without a declaration of war, on the territory, vessels or aircraft of another State;
- (4) Naval blockade of the coasts or ports of another State;
- (5) Provision of support to armed bands formed in its territory which have invaded the territory of another State, or refusal, notwithstanding the request of the invaded State, to take in its own territory all the measures in its power to deprive those bands of all assistance or protection.

These Conventions are the following :

- (1) Convention for the definition of the aggressor, signed on July 3rd, 1933, To it the following are parties : Afghanistan, Estonia, Finland, Iran, Latvia, Poland, Roumania, Turkey and U.S.S.R.
- (2) Convention for the definition of the aggressor, signed July 4th, 1933, between Roumania, Czechoslovakia, Turkey, U.S.S.R. and Yugoslavia.
- (3) Convention for the definition of the aggressor signed, July 5th, 1933, between the U.S.S.R. and Lithuania.

The second of these Conventions is open to all States.

### 13. PAN-AMERICAN CONFERENCE FOR THE MAINTENANCE OF PEACE

An Inter-American Conference for the Maintenance of Peace was convened by the President of the United States of America and met at Buenos Aires from December 1st to 24th, 1936. The Conference adopted, *inter alia*, a Convention for the Maintenance, Preservation and Re-establishment of Peace; a Convention to co-ordinate, extend and assure the Fulfilment of the existing Treaties between the American States, and a Resolution aiming at co-ordinating existing Peace Instruments with the Covenant of the League of Nations.

The proposals for the formation of an American League of Nations and of an Inter-American Permanent Court of International Justice were referred to the eighth Inter-American Conference which was held in Lima in 1938.



#### 14. PARTICULAR TREATIES OF NON-AGGRESSION

A fairly large number of bilateral treaties of non-aggression have been concluded in the last few years, principally between the U.S.S.R. and the adjacent countries and between the Balkan countries.

Afghanistan-Iran, November 27th, 1927; Greece-Roumania, March 21st, 1928; Greece-Yugoslavia, March 27th, 1928; U.S.S.R.-Turkey, December 17th, 1925; U.S.S.R.-Germany, April 24th, 1926; U.S.S.R.-Lithuania, September 28th, 1926; U.S.S.R.-Iran, October 1st, 1927; U.S.S.R.-Afghanistan, July 24th, 1931; U.S.S.R.-Finland, January 21st, 1932; U.S.S.R.-Latvia, February 5th, 1932; U.S.S.R.-Estonia, May 4th, 1932; U.S.S.R.-Poland, July 25th, 1932; U.S.S.R.-Italy, September 2nd, 1932; U.S.S.R.-France, November 29th, 1932; Roumania-Turkey, October 17th, 1933; and Yugoslavia-Turkey, November 27th, 1933.

#### 15. SECURITY IN THE DISARMAMENT CONFERENCE

Independently of the work previously done by the Committee on Arbitration and Security set up by the Preparatory Disarmament Commission, the Disarmament Conference discussed questions connected with security. The work done by it in this connection may be placed under the following five heads :

##### (a) GENERAL UNDERTAKINGS CONCERNING SECURITY

The British draft Convention adopted as a basis of discussion by the Conference and discussed at a first reading, provides for a conference between all the States, arranged in liaison with the organs of the League of Nations, in the event of a breach or threat of breach of the Pact of Paris.

##### (b) UNDERTAKING NOT TO RESORT TO FORCE

The Political Commission of the Disarmament Conference adopted a text (British proposal) to be signed by all European States forbidding "resort to force in the circumstances in which the Pact of Paris forbids resort to war".

(c) DEFINITION OF THE AGGRESSOR (Soviet proposal)

A definition of the aggressor drafted by a Security Committee was discussed in the General Commission, which took no decision on the subject.

This definition was embodied in three treaties concluded in London. (See summary of these treaties, page 158.)

(d) PROCEDURE FOR THE ESTABLISHMENT OF THE FACT OF AGGRESSION

The Committee mentioned above drew up an " Act relating to the establishment of facts constituting aggression " (Belgian draft), providing for the optional creation of commissions for establishing the facts. No objections were made to this text.

(e) MUTUAL ASSISTANCE

The above-mentioned Committee drew up a European Pact of Mutual Assistance (French draft), which aims only at facilitating the giving of assistance in cases in which it is already provided for in treaties or in the Covenant of the League of Nations. This Pact was discussed in the General Commission, which took no decision regarding it.

## E. POLITICAL QUESTIONS DEALT WITH BY THE LEAGUE OF NATIONS <sup>1</sup>

### I. EUPEN AND MALMEDY.

Germany addressed to the Council during the years 1920 and 1921 a series of protests against the attribution of Eupen and Malmédy to Belgium.

The question was discussed at the ninth, eleventh and twelfth sessions of the Council.

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<sup>1</sup> This ninth revised edition contains, in addition to a short summary of questions dealt with prior to 1935, more ample details of those dealt with during the last three years and likely therefore to be of greater interest to the reader.

The Council, on September 20th, 1920, decided to recognise as final the transfer to Belgium of the districts of Eupen and Malmedy.

The Council, on February 22nd, 1921, instructed the Secretary-General to inform the German Government that its decision was final.

2. CONFLICT BETWEEN PERSIA AND SOVIET RUSSIA (the Enzeli Affair).

Appeal of the Government of Iran under Articles 10 and 11 of the Covenant, dated May 19th, 1920.

The question was discussed at the sixth session of the Council.

The dispute was settled as a result of direct negotiations between Iran and Soviet Russia.

3. QUESTION OF THE ÅLAND ISLANDS (Finland and Sweden, the countries interested).

Letter from the British Government calling the attention of the Council to this question under Article 11 of the Covenant.

The matter was discussed at the ninth, tenth, thirteenth and sixteenth sessions of the Council.

The Council, on June 24th, 1921, following a report by a Committee of Jurists and a report by a Commission which went to the spot, decided to recognise the sovereignty of Finland over the Åland Islands, subject to certain new guarantees of autonomy to be accorded to the inhabitants.

On October 20th, 1921, a new Convention on the neutralisation and non-fortification of the Åland Islands was signed at Geneva.

4. CONFLICT BETWEEN LITHUANIA AND POLAND.

Note from the Polish Government informing the Council of this dispute, dated September 5th, 1920.

Appeal of the Lithuanian Government under Article 11 of the Covenant, dated October 15th, 1927.

The matter was discussed at the ninth, tenth, eleventh, twelfth, thirteenth, fourteenth, sixteenth, eighteenth, twenty-third and twenty-fourth sessions of the Council and at the second and third sessions of the Assembly.

The Council, on December 10th, 1927, adopted a resolution noting that peace existed between the two countries and recommending the two Governments to undertake direct negotiations with a view to establishing relations such as might ensure between them the good understanding on which peace depends. The Council declared that its resolution in no way affected the questions in regard to which the two Governments had divergent views.

The matter was discussed again at the forty-eighth, forty-ninth, fifty-first, fifty-second, fifty-third, fifty-sixth, sixty-second and sixty-third sessions of the Council.

#### 5. THE TACNA-ARICA DISPUTE (Bolivia, Peru and Chile).

Bolivia, in a letter dated November 1st, 1920, asked that Article 19 of the Covenant should be applied.

The question was discussed by the Assembly in 1921.

The Bolivian Government, on September 28th, 1921, informed the Assembly that it did not insist upon placing its request on the agenda.

Peru, in a letter dated November 1st, 1920, asked that Articles 15 and 19 of the Covenant should be applied.

The Peruvian Government, in a letter dated December 2nd, 1920, notified the Secretary-General that it withdrew the request.

#### 6. DISPUTE BETWEEN PANAMA AND COSTA RICA, 1921.

There was a discussion of this matter at the twelfth session of the Council.

7. DELIMITATION AND ALLEGED VIOLATIONS OF THE ALBANIAN FRONTIER (Albania, Yugoslavia and Greece).

The Albanian Government appealed to the Council on June 15th, 1921, under Article 11 of the Covenant.

The matter was discussed at the thirteenth, fourteenth, fifteenth, sixteenth, twenty-ninth and thirtieth sessions of the Council and at the second session of the Assembly.

The frontiers of Albania were delimited by a decision of the Conference of Ambassadors, which was notified to the Secretary-General on November 9th, 1921.

A Commission of Enquiry which the Council sent to the spot informed the Council in a report, dated December 20th, 1921, that the evacuation of Albanian territory had been completed.

Following an opinion given by the Permanent Court of International Justice, a direct agreement was secured between the two parties regarding the delimitation of the frontier in the neighbourhood of the Monastery of St. Naoum.

The Albanian Government brought the matter before the Council under Article 11 of the Covenant on September 27th, 1924.

The representative of Greece at the thirtieth session of the Council announced that his country would execute the decision of the Conference of Ambassadors of April 19th, 1924, delimiting the frontier in the region of Koritza.

8. LIQUIDATION OF ESTATES OF THE FORMER AUSTRO-HUNGARIAN MONARCHY IN YUGOSLAVIA, 1921.

Austria submitted this question to the Council in a letter dated June 7th, 1921.

The matter was discussed at the thirteenth session of the Council.

The Yugoslav Government, on September 16th, 1921, informed the Secretary-General that it had agreed with the Austrian Government to undertake direct negotiations.

### 9. THE UPPER-SILESIAN QUESTION (Frontier between Germany and Poland).

The Supreme Council, in a letter dated August 12th, 1921, submitted the question to the Council under Article 11 of the Covenant.

The matter was discussed at the extraordinary session of the Council in August, September and October 1921, and at the eighteenth session of the Council.

On October 12th, 1921, the Council recommended a definite frontier line and the conclusion of a convention between Germany and Poland.



UPPER SILESIA } ————— New frontier.  
                  } - - - - - Limit of the territory subject to plebiscite.



The Conference of Ambassadors, on October 20th, 1921, adopted the frontier line recommended by the Council.

The Convention relating to Upper Silesia was signed by Germany and Poland on May 15th, 1922.

#### 10. EASTERN CARELIA (Finland and Soviet Russia).

The Government of Finland, on November 26th, 1921, notified the Council of certain measures taken by the Soviet Government in Eastern Carelia. On January 13th, 1922, it appealed to the Council under paragraph 2 of Article 11 and under Article 17 of the Covenant.

The matter was discussed at the sixteenth, twenty-third, twenty-fourth and twenty-sixth sessions of the Council.

The Permanent Court of International Justice, to which, at the request of Finland, the Council had applied for an advisory opinion, declared, on July 23rd, 1923, that it could not express any view upon the question submitted to it.

The Council, on September 27th, 1923, noted the opinion of the Court.

#### 11. THE AUSTRO-HUNGARIAN FRONTIER (Burgenland).

The Austrian and Hungarian Governments agreed, under a Protocol signed at Vienna, to accept the arbitration of the Council, and the President of the Conference of Ambassadors asked the Council, in a letter dated June 6th, 1922, to place the question on its agenda.

The matter was discussed at the twenty-first session of the Council.

The Council gave an arbitral decision establishing the frontier line on September 19th, 1922.

#### 12. INCURSIONS OF ARMED BANDS INTO THE FRONTIER DISTRICTS OF THE STATES BORDERING UPON BULGARIA (Bulgaria, Roumania, Yugoslavia and Greece).

The Bulgarian Government called the attention of the



Council to the situation under Article 11, paragraph 2, of the Covenant in a letter dated June 17th, 1922.

The question was discussed at the nineteenth session of the Council.

The Council, on July 19th, 1922, expressed the hope that the negotiations undertaken between the countries concerned would result in a direct understanding.

### 13. FRONTIERS BETWEEN HUNGARY AND YUGOSLAVIA.

The Council was asked to deal with this question in a letter from the Hungarian Government dated July 2nd, 1922.

The question was discussed at the nineteenth and twenty-first sessions of the Council.

The frontier was traced by a decision of the Conference of Ambassadors after the Council had notified them on September 30th, 1922, that its good offices had not secured the desired result.

### 14. FRONTIER BETWEEN HUNGARY AND CZECHOSLOVAKIA IN THE SALGOTARJAN REGION.

The question was brought before the Council in a letter from the Hungarian Government, dated November 16th, 1922, and in a letter from the President of the Conference of Ambassadors dated January 3rd, 1923.

The Council, on April 23rd, 1923, gave an arbitral award in accordance with the procedure previously accepted by the parties. The representatives of Hungary and Czechoslovakia accepted the decision.

### 15. CONFLICT OVER NATIONALITY DECREES IN TUNIS AND MOROCCO (France and the United Kingdom).

The British Government asked that this question should be placed on the agenda of the Council on August 11th, 1922.

The matter was discussed at the twenty-first session of the Council.

Following an advisory opinion of the Permanent Court of International Justice, negotiations took place between the French and British Governments which resulted in an agreement.

16. EXPROPRIATION BY THE ROUMANIAN GOVERNMENT OF THE LANDED PROPERTIES OF THE HUNGARIAN OPTANTS.

Appeals were made to the Council :

By the Hungarian Government under Article 11, paragraph 2, of the Covenant, on March 15th, 1923.

By the Roumanian Government, under Article 11, paragraph 2, of the Covenant, on February 24th, 1927.

By the Hungarian Government on the basis of Article 239 of the Treaty of Trianon and Article 13, paragraph 3, and Article 14 of the Covenant, on June 16th, 1927.

The question was discussed at the twenty-fourth, twenty-fifth, forty-fourth, forty-fifth, forty-seventh, fifty-sixth, fifty-seventh and fifty-ninth sessions of the Council.

Agreements signed in Paris on April 28th, 1930, concerning eastern reparations, provided a solution, among other questions, of the problem of the Hungarian optants, and the Council accordingly withdrew the question from its agenda, at the request of the Hungarian Government, subject to the entry into force of the agreements in question.

17. QUESTION OF THE POLISH-CZECHOSLOVAK FRONTIER (the Jaworzina Question).

The question was brought before the Council under Article 11, paragraph 2, of the Covenant in a letter dated September 20th, 1923, signed by the President of the Conference of Ambassadors.

The matter was discussed at the twenty-sixth, twenty-seventh and twenty-eighth sessions of the Council.

The Council, on March 12th, 1924, recommended to the Conference of Ambassadors a frontier line which was accepted by them on March 26th, 1924.

#### 18. DISPUTE BETWEEN GREECE AND ITALY (the Corfu Incident).

On September 1st, 1923, the Greek Government submitted the dispute to the Council under Articles 12 and 15 of the Covenant.

The question was discussed at the twenty-sixth session of the Council.

The President of the Council, on September 17th, 1923, notified the Council of a communication from the Conference of Ambassadors announcing the settlement of the dispute as a result of diplomatic negotiations undertaken by the Conference.

#### 19. THE QUESTION OF MEMEL.

The Governments represented at the Conference of Ambassadors, in a note dated September 25th, 1923, called the attention of the Council, under Article 11, paragraph 2, of the Covenant, to the situation of Memel.

Following the report of a Commission which visited the spot and direct negotiations at Geneva with representatives of the Lithuanian Government, the Council, on March 14th, 1924, recommended the British Empire, France, Italy and Japan to accept the Convention relating to the transfer of the territory of Memel and noted the acceptance of the Convention by Lithuania. The Convention was signed by the countries concerned on May 8th, 1924.

In 1926, 1927, 1930, 1931 and 1932, the attention of the Council was called to the situation in the territory of Memel.

The question was discussed at the twenty-seventh, twenty-eighth, thirty-fifth, forty-first, forty-second, forty-fifth, sixty-first, sixty-second, sixty-third and sixty-sixth sessions of the Council.

20. FRONTIER BETWEEN TURKEY AND IRAQ (the Mosul  
Affair).

The question was brought before the Council in a letter from the British Government, dated August 6th, 1924.

It was discussed at the thirtieth, thirty-first, thirty-fifth, thirty-seventh, thirty-ninth and fortieth sessions of the Council.

The Council, in a resolution dated December 16th, 1925, traced the frontier between Turkey and Iraq. The representative of Turkey was not present at that meeting. As a result of direct negotiations between the United Kingdom and Turkey, the frontier traced by the Council, with some slight modifications, was recognised by the Treaty of Angora, June 5th, 1926.

21. EXPULSION OF THE ŒCUMENICAL PATRIARCH FROM  
CONSTANTINOPLE.

The question was brought before the League of Nations by an appeal from the Greek Government under Article 11, paragraph 2, of the Covenant, dated February 11th, 1925.

The question was discussed at the thirty-third and thirty-fourth sessions of the Council.

The Greek Government withdrew its request in a letter dated June 1st, 1925, the question having been settled by special negotiations.

22. INCIDENT ON THE GRECO-BULGARIAN FRONTIER (Demir  
Kapu).

Bulgaria appealed to the League of Nations under Articles 10 and 11 of the Covenant on October 22nd, 1925.

The question was discussed at an extraordinary session of the Council in October 1925 and at the thirty-sixth, thirty-seventh and thirty-ninth sessions of the Council.

The President of the Council, on October 23rd, reminded

the Bulgarian and Greek Governments of their obligations as Members of the League, inviting them to withdraw their troops behind their respective frontiers.

The Council met in extraordinary session on October 26th, and the Bulgarian and Greek Governments were invited to withdraw their troops within sixty hours. British, French and Italian officers were sent to the spot in order to report to the Council upon the execution of its decision.

The Bulgarian and Greek representatives, on October 28th, informed the Council that they would conform to its decision.

On October 29th, a Commission was set up by the Council to make a complete enquiry into the incidents.

The Council, in a resolution dated December 14th, 1925, settled the incident on the basis of recommendations made by the Commission of Enquiry.

### 23. DELIMITATION OF THE FRONTIER BETWEEN GREECE AND TURKEY (Maritza).

The question was raised as a result of an appeal by Greece under Articles 11 and 14 of the Covenant, dated February 24th, 1926.

The matter was discussed at the thirty-ninth session of the Council.

The Council, on March 18th, 1926, decided that it was not called upon to trace the frontier between Greece and Turkey, as another body was under instructions to deal with the matter.

### 24. ALBANIAN MINORITIES IN GREECE.

(a) The Albanian Government appealed to the Council under Article 11, paragraph 2, of the Covenant on August 11th, 1924.

The Council, in a resolution, dated September 30th, 1924, expressed the view that this question should be dealt with as concerning the application of the Greek Treaty on the

protection of minorities. On December 11th, 1924, it appointed representatives with instructions to forward periodical reports. On September 16th, 1926, it noted the final report of its representatives.

(b) The Albanian Government appealed to the Council under Article 11 of the Covenant on May 10th, 1928.

There were discussions at the thirtieth and fiftieth sessions of the Council.

On June 9th, 1928, the Council adopted a report recommending direct negotiations.

## 25. DISPUTE BETWEEN BOLIVIA AND PARAGUAY (the Gran Chaco Question), 1928-1935.

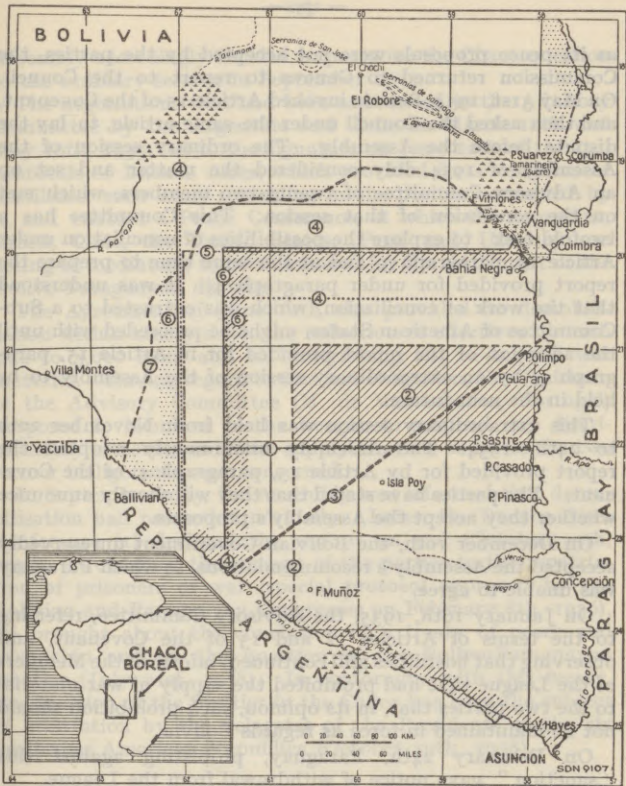
This affair was first treated under Article 4, paragraph 4, and then under Article 11 of the Covenant at the request of the three Members of the Council dealing with it (March 8th, 1933) on May 31st, 1934, and afterwards under Article 15, which was invoked by Bolivia.

The question was discussed at the fifty-third, fifty-ninth, sixty-eighth, sixty-ninth, seventieth, seventy-first, seventy-second, seventy-third, seventy-fourth, seventy-fifth, seventy-sixth, seventy-eighth, seventy-ninth, eightieth, eighty-first, eighty-second and ninetieth sessions of the Council, and at the fifteenth ordinary (September 1934) and the extraordinary (November 1934) sessions of the Assembly.

The Council, on July 3rd, 1933, adopted a report appointing a Commission of five members to visit the spot with a view to the settlement of the question. The Commission reached Montevideo on November 3rd and proceeded thence to Paraguay and Bolivia. An armistice proposed by Paraguay on December 18th was accepted by Bolivia, and the Commission announced that it would convene the representatives of the two countries to meet at Montevideo to negotiate conditions of security and peace.

On January 6th, 1934, the armistice came to an end and,





### TERRITORY OF THE GRAN CHACO

1-4. Proposals for a settlement made between 1879 and 1907. 5. Brazilian suggestion, September 2nd, 1933. 6. League Committee's proposal for policing Chaco territory, February 1934. 7. Frontier fixed by the arbitral award of the Presidents of the six mediating Republics (Buenos-Aires, October 10th, 1938).



as its peace proposals were not accepted by the parties, the Commission returned to Geneva to report to the Council. On May 31st, 1934, Bolivia invoked Article 15 of the Covenant, and then asked the Council under the same article, to lay the dispute before the Assembly. The ordinary session of the Assembly of 1934 duly considered the matter and set up an Advisory Committee of twenty-two members, which met on the conclusion of that session. This Committee has a twofold task : to explore the possibilities of conciliation under Article 15, paragraph 3, and at the same time to prepare the report provided for under paragraph 4. It was understood that the work of conciliation, which was entrusted to a Sub-Committee of American States, might be proceeded with until the adoption of the report provided for in Article 15, paragraph 4, by an extraordinary session of the Assembly to be held in the near future.

This extraordinary session was held from November 20th to 24th, 1934. The Assembly unanimously adopted the report provided for by Article 15, paragraph 4, of the Covenant. The parties have stated that they will shortly announce whether they accept the Assembly's proposals.

On December 10th, the Bolivian Government unreservedly accepted the Assembly's recommendations, to which Paraguay was unable to agree.

On January 16th, 1935, the Advisory Committee, referring to the terms of Articles 12 and 15 of the Covenant, and observing that hostilities still continued, informed the Members of the League that had prohibited the supply of war material to the two parties that, in its opinion, such prohibition should not be maintained in force as regards Bolivia.

On February 24th, Paraguay, protesting against this "sanction", gave notice of withdrawal from the League.

The Argentine and Chile informed the Advisory Committee that a new attempt at peaceful settlement was to be made in America. At its extraordinary session on May 20th, the

Assembly accordingly decided to postpone the Chaco question to the ordinary session in September 1935.

The negotiations that had been announced to the Advisory Committee by the Argentine and Chile on March 11th and May 16th, 1935, led to the signature on June 12th of the two protocols of Buenos Aires, which provided for a cessation of hostilities, each army remaining in the position occupied by it, and enabled a Peace Conference, at which the Argentine, Brazil, Chile, the United States, Peru and Uruguay are acting as mediators, to be summoned for the settlement of the Bolivo-Paraguayan dispute.

The Agreement of June 12th also provided for demobilisation within ninety days, the reduction of effectives by each side to 5,000 men, and an undertaking not to acquire war material. Having regard to this last obligation, the Chairman of the Advisory Committee (M. de Vasconcellos, Portugal) proposed to Members of the League to suspend any discriminatory measures as to the supply of arms, as far as the two former belligerents were concerned.

In September 1935, the Assembly was informed that demobilisation had proceeded normally. Later, the Buenos Aires Conference (1) declared the war at an end (October 25th, 1935), (2) obtained the consent of the parties to the repatriation of prisoners of war (special protocol approved by the Bolivian and Paraguayan Congresses on February 8th, 1936), (3) brought about the conclusion of a treaty of peace and friendship and on the question of the Bolivo-Paraguayan frontier (July 21st, 1938). In conformity with this treaty, the question of the frontier in the Chaco has been the subject of arbitration by the delegates of the Presidents of the six mediating American Republics (October 10th, 1938).

#### 26. ASSISTANCE FURNISHED TO THE LIBERIAN GOVERNMENT.

The Liberian Government, in a letter dated January 23rd, 1931, asked the League of Nations for financial and administrative assistance.

The question was discussed at the sixty-second, sixty-third, sixty-fifth, sixty-sixth, sixty-seventh, sixty-ninth, seventy-seventh, seventy-eighth and seventy-ninth sessions of the Council.

The Council, on October 14th, 1933, adopted a report approving a protocol intended to give effect to the request for assistance. The representative of Liberia abstained from voting.

On January 19th, 1934, the Council learned that the Liberian Government declined the plan as it stood and was again making reservations which the Council found unacceptable.

These reservations were maintained, and, on May 19th, 1934, the Council formally concluded that the Liberian Government had rejected the plan of assistance, which was therefore withdrawn.

## 27. QUESTION OF FINNISH VESSELS EMPLOYED BY THE UNITED KINGDOM DURING THE WAR.

The British Government, in a letter dated July 30th, 1931, submitted the question to the League of Nations.

The matter was discussed at the sixty-fourth, sixty-fifth, sixty-sixth, sixty-seventh, seventy-ninth, eighty-second, eighty-fourth, eighty-sixth and eighty-eighth sessions of the Council.

The Council, at its sixty-sixth session, decided to adjourn the question, direct negotiations having been undertaken by the two parties with a view to a settlement of the dispute.

The question again came before the Council on September 27th, 1934, and was once more adjourned.

On January 21st, 1935, the Council appointed a Committee, consisting of the representatives of Spain, Argentine and Czecho-Slovakia, to present a report on the question whether, having regard to all the circumstances referred to in the

discussion, the Council should apply Article 11, paragraph 2, of the Covenant to the Finnish Government's claim.

At the Council's sitting on May 25th, 1935, the question was adjourned. On September 13th, 1935, the Council agreed with the findings of its Committee, which had given a negative reply to the question put to it.

## 28. THE SINO-JAPANESE CONFLICT (Question of Manchuria).

On September 21st, 1931, the Chinese Government brought the dispute before the Council under Article 11 of the Covenant. In a letter, dated January 29th, 1932, the Chinese Government further appealed under Articles 10 and 15 of the Covenant, and in a letter, dated February 12th, asked that the question should be submitted to the Assembly.

The question was discussed at the sixty-fifth, sixty-sixth, sixty-seventh and sixty-eighth sessions of the Council and at the Assembly sitting in extraordinary session.

On February 24th, 1933, the extraordinary session of the Assembly adopted a report under Article 15, paragraph 4, of the Covenant containing a statement of the facts of the dispute and the recommendations which it deemed just and proper, the solutions being based on the conclusions of the report of the Commission of Enquiry in the Far East which the Council had sent to the spot. Japan voted against the report and Siam abstained.

Japan rejected the Assembly's recommendations, which were accepted by China, and announced its intention of withdrawing from the League. This withdrawal took effect in 1935, on the expiry of the period of two years stipulated in the Covenant.

## 29. SETTLEMENT OF THE ASSYRIANS OF IRAQ.

On September 24th, 1932, the British Government drew the Council's attention to a number of petitions from the Assyrian community in Iraq.

The matter was discussed at the seventy-sixth, seventy-eighth, seventy-ninth, eightieth, eighty-second, eighty-fifth, eighty-eighth, eighty-ninth, ninetieth, ninety-second, ninety-third and ninety-ninth sessions.

On October 14th, 1933, the Council set up a Committee to investigate means of settling those Assyrians who wished to leave Iraq for some other country.

On January 19th, 1934, an offer of opportunities for settlement was received from Brazil. Conditions in that country were thereupon investigated; but, on June 7th, 1934, the Council came to the conclusion that settlement in Brazil was impossible.

On September 28th, 1934, the British Government offered certain lands in Guiana, and the French Government certain areas in West Africa (Bend of the Niger). A mission was thereupon despatched to British Guiana, but on its report the Council decided on April 17th, 1935, that a settlement there was impossible. At the same time, the Council Committee asked the French Government to consider the possibility of the permanent establishment of the Assyrians in Syrian territory under French mandate. The French Government accepted, subject to certain reservations.

The Chairman of the Committee went to Iraq and to Syria during the summer of 1935 to discuss matters with the authorities concerned. On his recommendation, the Council Committee, on July 13th, decided to direct its efforts towards installing the Assyrians in the plain of the Ghab.

After experts had been specially sent out and had drawn up a detailed scheme of work covering four years, the Assembly, in September 1935, decided to insert in its budget a final contribution of 1,300,000 Swiss francs for the settlement of the Assyrians.

On June 25th, 1936, the French Government submitted to the Council Committee a letter, dated June 23rd, amplifying it by a verbal statement made on June 30th by the French representative. The French Government drew the Com-

mittee's attention to certain difficulties which would probably be encountered if the scheme for the settlement of the Assyrians in the Ghab were carried out, and urged that this scheme should be finally abandoned.

On July 4th, 1936, the Council approved the proposal that the scheme of settlement should be finally abandoned; instructed the Committee to continue its efforts so as to be in a position to inform it whether, and, if so, to what extent, the settlement of the Assyrians elsewhere than in Iraq was at present practicable; reminded the Iraqi Government of the undertakings it had assumed regarding the protection of minorities and invited it to inform the Assyrians living in that country of the decision reached.

On September 25th, 1936, the Council noted its Committee's report on the position subsequent to the abandonment of the Ghab settlement scheme and expressed the hope that the Governments of the United Kingdom and Iraq would agree to contribute towards the cost of any new plan of settlement which might be adopted by the Council.

The Council referred the report of its Committee to the Assembly, which, on October 10th, 1936, decided in principle to give the support of the League to the new plan of settlement which the Council Committee was instructed to prepare.

The enquiries carried out by the Committee led it to the conclusion, stated in its report of September 25th, 1937, that the only possible solution of this question was to make arrangements for the final settlement in the Khabur Valley in Syria of the Assyrians who had been temporarily accommodated there.

On September 29th, 1937, the Council approved the report of its Committee proposing the reorganisation of the colony in the Upper Khabur Valley, and authorised it to put this plan into operation. The Council further noted with satisfaction the statements of the Governments of the United Kingdom and Iraq that they would contribute a proportionate share of the cost of this plan, and also the declaration of the



Iraqi Government that the Assyrian community in Iraq would henceforward be in the same position as an ordinary national minority.

The work undertaken by the Trustee Board at Beirut is proceeding normally, under the supervision of the Council Committee, and the settlement of the Assyrians, which is now in progress, is enabling them to become self-supporting. In a report submitted in 1938 by the Government of Iraq, it was stated that the economic situation of the Assyrians was satisfactory and that they would automatically enjoy the advantages resulting from the plans for improved production in the different parts of the country.

### 30. DISPUTE BETWEEN THE UNITED KINGDOM AND IRAN WITH REGARD TO THE ANGLO-PERSIAN OIL COMPANY.

The Government of the United Kingdom submitted the dispute to the Council on December 14th, 1932.

The question was discussed at the sixty-ninth, seventieth and seventy-seventh sessions of the Council.

The Council, on October 12th, 1933, noted that, as a result of the signature of a new concession between the Anglo-Persian Oil Company and Iran, the dispute between that country and the United Kingdom had been definitely settled.

### 31. CONFLICT BETWEEN COLOMBIA AND PERU (Leticia).

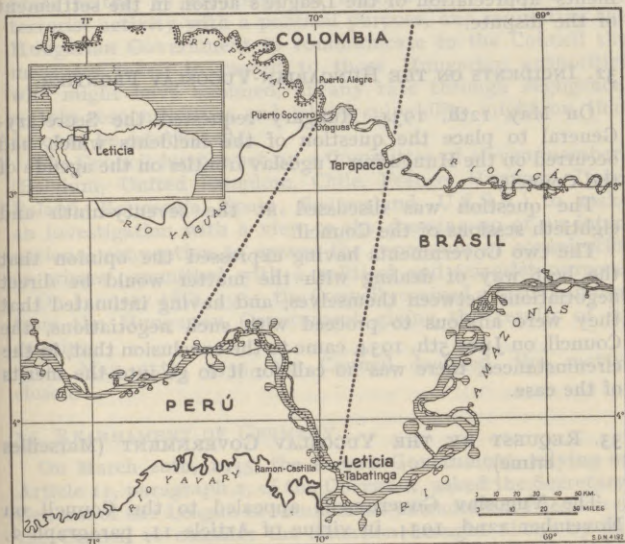
The Government of Colombia brought the question before the Council under Article 15 of the Covenant in a communication dated February 17th, 1933.

The matter was discussed at the seventieth, seventy-first, seventy-third and seventy-ninth sessions of the Council.

Colombia and Peru, on May 25th, 1933, signed an agreement accepting the methods of execution of the recommendations proposed by the Council in a report adopted on March 18th, 1933, under Article 15, paragraph 4, of the Covenant.



On June 23rd, 1933, the Council handed over the temporary administration of the territory known as the Leticia Trapezium to an Administrative Commission appointed by the League of Nations. Under the Salomón-Lozano Treaty, signed at Lima on March 24th, 1922, and ratified on March 19th, 1928, the territory in question had been assigned to Colombia, but that agreement soon gave rise to a dispute with Peru. The Commission, whose work was of an entirely new and unprecedented character, administered Leticia in the name of the Colombian Government from June 23rd, 1933,



TERRITORY KNOWN AS THE LETICIA TRAPEZIUM

to June 19th, 1934. Its functions came to an end and the territory was handed back to the Colombian Government on June 19th, 1934, after Colombia and Peru had concluded the Agreement of Rio de Janeiro (May 24th, 1934), consisting of a Protocol of Peace, Friendship and Co-operation, together with an Additional Act.

The exchange of ratifications of the Protocol signed at Rio de Janeiro in May 1934 by Colombia and Peru took place at Bogotá on September 27th, 1935. The Foreign Ministers of the two countries at the same time expressed their Governments' appreciation of the League's action in the settlement of the dispute.

### 32. INCIDENTS ON THE HUNGARIAN-YUGOSLAV FRONTIER.

On May 12th, 1934, Hungary requested the Secretary-General to place the question of the incidents which had occurred on the Hungarian-Yugoslav frontier on the agenda of the Council.

The question was discussed at the seventy-ninth and eightieth sessions of the Council.

The two Governments having expressed the opinion that the best way of dealing with the matter would be direct negotiations between themselves, and having intimated that they were anxious to proceed with such negotiations, the Council, on June 5th, 1934, came to the conclusion that, in the circumstances, there was no call for it to go into the merits of the case.

### 33. REQUEST BY THE YUGOSLAV GOVERNMENT (Marseilles crime).

The Yugoslav Government appealed to the Council on November 22nd, 1934, in virtue of Article II, paragraph 2, of the Covenant.

The Roumanian and Czecho-Slovak Governments, by com-

munications made the same day, declared that they associated themselves with the Yugoslav Government's request.

In accordance with a request made by the Hungarian Government on November 24th, 1934, the Council decided to place the matter on the agenda for its eighty-third session (extraordinary).

On December 10th, 1934, the Council unanimously adopted a resolution deploring the crime which had occasioned the loss of the lives of King Alexander of Yugoslavia and of M. Louis Barthou, recalling that it was the duty of every State neither to encourage nor tolerate on its territory any terrorist activity with a political purpose, and requesting the Hungarian Government to communicate to the Council the measures taken in regard to those Hungarian authorities who might have assumed, at any rate through negligence, certain responsibilities and whose culpability might on that account be established.

The Council further set up a Committee of eleven members (Belgium, United Kingdom, Chile, France, Hungary, Italy, Poland, Roumania, Spain, Switzerland, U.S.S.R.) to make an investigation with a view to the drawing-up of an international convention to ensure the repression of conspiracies or crimes committed with a political and terrorist purpose.

On January 18th, 1935, the Council received a memorandum from the Hungarian Government giving the results of its enquiry.

On May 25th, 1935, the Council declared the matter closed.

#### 34. REARMAMENT OF GERMANY.

On March 20th, 1935, the French Government, relying on Article II, paragraph 2, of the Covenant, asked the Secretary-General of the League to summon an extraordinary session of the Council to consider the situation brought about by the German Law of March 16th, 1935, relating to the armament of Germany.

At this, its eighty-fifth session, the Council, in a resolution dated April 17th, 1935, declared that Germany had failed in the duty which lay upon all the members of the international community to respect the undertakings which they have contracted and condemned any unilateral repudiation of international obligations; it invited the Governments concerned to continue their negotiations and, in particular, to promote the conclusion, within the framework of the League, of agreements for the organisation of security in Europe. It further requested a Committee of thirteen members (United Kingdom, Canada, Chile, France, Hungary, Italy, Netherlands, Poland, Portugal, Spain, Turkey, Union of Soviet Socialist Republics and Yugoslavia) to propose measures to render the Covenant more effective in the organisation of collective security and to define, in particular, the economic and financial measures which might be applied, should, in the future, a State, whether a Member of the League or not, endanger peace by the unilateral repudiation of its international obligations. The resolution was adopted unanimously (Denmark abstaining).

### 35. ITALO-ETHIOPIAN DISPUTE.<sup>1</sup>

By an application dated January 15th, 1935, the Ethiopian Government appealed to the Council under Article 11, paragraph 2, of the Covenant.

Discussions took place at the eighty-fourth, eighty-fifth, eighty-sixth, eighty-seventh, eighty-eighth, eighty-ninth, ninetyeth, ninety-first and ninety-second Council sessions.

On March 17th, having regard, in particular, to the military measures taken by Italy, the Ethiopian Government asked for the application of Article 15 of the Covenant.

On May 25th, 1935, the Council secured the consent of the two States to the fixing of August 25th as the date by which

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<sup>1</sup> For fuller information, see the 1936 edition of this handbook.

the conciliation and, should it have been set on foot, the arbitration procedure must be terminated.

As an agreement was not reached by July 25th, the Council, in its resolution of August 3rd, 1935, provided for the resumption of arbitration proceedings, and also decided, on September 4th, to undertake a general examination of the relations between the two parties. The Italian representative abstained from voting on this second resolution.

The Conciliation and Arbitration Commission, in its award of September 3rd, unanimously declared that neither of the two parties could be held responsible either for the Walwal incident or for the subsequent incidents after May 25th, 1935.

The Council, at its meeting on September 6th, after noting a further request by Ethiopia for the application of Article 15 of the Covenant, decided to appoint a Committee (Committee of Five) to make a general examination of Italo-Ethiopian relations and to seek for a pacific settlement. But the Council, at its meeting on September 26th, was obliged to recognise that the efforts of this Committee had failed. It then entrusted to a Committee consisting of all its members excepting the representatives of the parties (Committee of Thirteen) the drafting of a report with a view to the application of Article 15, paragraph 4, of the Covenant.

On October 3rd the Ethiopian Government informed the Council that a battle was taking place in the province of Agamé and that Italian military aeroplanes had bombarded Adowa and Adigrat.

In view of the grave charges brought to its knowledge, the Council, on October 5th, instructed a committee consisting of representatives of the United Kingdom, Chile, Denmark, France, Portugal and Roumania (Committee of Six) to examine the situation and present a report within forty-eight hours.

On October 7th, 1935, the Council unanimously adopted the report of the Committee of Thirteen on the circumstances of the dispute and, in view of the commencement of hostilities,



confined itself to recommending that any violation of the Covenant should immediately be brought to an end.

At the same meeting, the members of the Council, who were



ETHIOPIA AND NEIGHBOURING COUNTRIES



asked for their individual opinion, all stated—with the exception of the Italian representative—that they agreed with the conclusions of the report of the Committee of Six.<sup>1</sup> In the opinion of the other members of the Council, the Italian Government was, *ipso facto*, deemed to have committed an act of war against all other Members of the League (Article 16 of the Covenant) and it was pointed out that “ the fulfilment of their duties under Article 16 was required by the express terms of the Covenant and they could not neglect them without a breach of their treaty obligations ” (Assembly resolution, October 4th, 1921).

The Assembly, which had decided not to close its ordinary session, was summoned for October 9th, 1935. The Members of the League not represented on the Council gave the same opinion as the Members of the Council, save for Albania, Austria and Hungary, who emphasised their special geographical, material and political position in relation to Italy. The Italian Government protested against the findings of the Committee of Six and against the procedure followed in the Council and in the Assembly.

As regards the co-ordination of measures under Article 16, the Council decided to associate the Assembly in its task. The Assembly, on October 10th, invited a Committee composed of one delegate for each Member to consider and facilitate the co-ordination of such measures.

As regards the measures taken under Article 16 of the Covenant, see page 218.

On December 19th, 1935, after the failure of the further efforts at conciliation made by France and the United Kingdom, the Council instructed the Committee of Thirteen, bearing in mind the provisions of the Covenant, to examine the situation as a whole.

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<sup>1</sup> For fuller information, see the 1936 edition of this handbook.

On January 23rd, 1936, the Council adopted the Committee's report, in which it was stated that circumstances were not favourable to the settlement of the dispute within the framework of the Covenant.

On March 3rd, 1936, the Committee of Thirteen met at the request of the representative of France and addressed an urgent appeal to both belligerents for the immediate opening of negotiations within the framework of the Covenant with a view to the prompt cessation of hostilities and the final restoration of peace.

On March 23rd, 1936, at its London meeting, the Committee of Thirteen took note of the replies to its appeal and requested its Chairman and the Secretary-General to get into touch with the parties.

On April 20th, 1936, the Council expressed its regret that the efforts at conciliation made by the Committee of Thirteen had not succeeded; addressed a supreme appeal to Italy, and, recalling the fact that Italy and Ethiopia are bound by the Protocol of June 17th, 1925, on the use of asphyxiating, poisonous or other gases, and by the Conventions regarding the conduct of war to which they are parties, emphasised the importance which has been attached to these instruments by all the contracting States.

After the occupation of Addis Ababa (May 5th, 1936), the King of Italy signed the Legislative Decree of May 9th, in which he assumed for himself and his successors the title of Emperor of Ethiopia.

On May 12th, 1936, the Italian delegation left Geneva after refusing to discuss in the Council the Italo-Ethiopian dispute, on the ground that the only sovereignty in Ethiopia was Italian sovereignty.

On July 6th, 1936, the Co-ordination Committee, giving effect to a recommendation adopted by the Assembly, convened on the proposal of the Government of the Argentine Republic on July 4th, 1936, proposed that the Governments of the Members of the League should abrogate, on July 15th,

1936, the restrictive measures taken by them in conformity with its Proposals I A, II, II A, IV and IV B.<sup>1</sup>

The question of the consequences arising from the situation in Ethiopia was placed on the agenda of the hundred-and-first session of the Council at the request of the United Kingdom Government. The Council heard a declaration by the Emperor Haile Selassie. The great majority of the members of the Council expressed the opinion that with regard to the situation of Italy in Ethiopia, it was for the individual Members of the League to determine their attitude, in the light of their own situation and their own obligations (May 12th, 1938).

### 36. FRONTIER BETWEEN IRAN AND IRAQ.

On December 5th, 1934, the Government of Iraq referred to the Council, under Article 11, paragraph 2, of the Covenant, the dispute between Iraq and Iran.

Discussion took place at the eighty-fourth, eighty-sixth, eighty-ninth, ninetieth and ninety-eighth Council sessions.

On September 28th, 1935, the Council noted with satisfaction the happy turn taken by the negotiations between the two countries and adjourned consideration of the matter.

On September 10th, 1937, the Council noted with satisfaction that an agreement between the Governments of Iran and Iraq had been reached, and the latter Government's request was removed from the Council's agenda.

### 37. DELIMITATION OF THE FRONTIER BETWEEN BURMA AND CHINA.

At the request of the United Kingdom and Indian Governments, on the one hand, and of the Chinese Government, on the other, Dr. Tevfik Rüstü Aras, President of the Council, on

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<sup>1</sup> As regards measures taken under Article 16 of the Covenant, *see* page 243.

June 8th, 1935, appointed Colonel Frédéric Iselin, a Swiss engineer, as neutral President of the Mixed Commission set up to mark out on the spot the sector of the frontier between Burma and the Chinese province of Yunnan, which had not yet been delimited.

### 38. THE SAAR TERRITORY.

The Treaty of Peace placed the administration of the Saar Territory for fifteen years under the League of Nations. This territory was thus detached from Germany, to enable the French State to work the coal-mines for that period. In 1935 it was to be decided by plebiscite whether the regime established by the Treaty should be maintained or whether the territory should be awarded to France or should return to Germany.

The administration of the Saar Territory during this period was entrusted to a Governing Commission appointed by the Council of the League in its capacity of Trustee for the Government of the Saar.<sup>1</sup>

The plebiscite was held on Sunday, January 13th, 1935. (For details, see the Plebiscite Regulations promulgated by the Governing Commission on July 7th, 1934; decision of the Council, June 4th, 1934.)

Public order was maintained during the plebiscite by an international force composed of contingents supplied by the Governments of the United Kingdom, Italy, the Netherlands and Sweden and placed at the disposal of the Saar Governing Commission by the Council.

The results of the plebiscite were as follows :

Voters on the register, 539,542; votes cast, 528,704; for the maintenance of the regime established by the Treaty of Versailles, 46,613; for union with France, 2,124; for return to Germany, 477,089; spoilt voting-papers, 905; blanks, 1,256.

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<sup>1</sup> For fuller particulars, see the 1936 edition of this handbook. Area : 1,888 sq. kilometres. Population : 777,000.

The plebiscite had therefore decided in favour of the union of the Territory with Germany.

Accordingly, the Council, at a meeting on January 17th, 1935, decided for the union with Germany of the whole of the Saar Basin Territory. German sovereignty over the territory was restored on March 1st, 1935.

#### 39. RELATIONS OF THE UNION OF SOVIET SOCIALIST REPUBLICS WITH URUGUAY.

In a letter dated January 4th, 1936, the Government of the Union of Soviet Socialist Republics brought before the Council, under Article 11, paragraph 2, of the Covenant, the question of the rupture by Uruguay of its diplomatic relations with the Soviet Union.

The matter was discussed at the ninetieth session of the Council.

On January 23rd, 1936, the Council invited the representative of Roumania to act as Rapporteur and the representatives of Denmark and Spain to assist him in his work.

On January 24th, 1936, the Council, endorsing the conclusions of its Rapporteur, expressed the hope that the interruption of diplomatic relations between the two countries would be temporary and invited them to refrain from any act which might be harmful to the interests of peace and to the resumption of their diplomatic relations in the future.

#### 40. TREATY OF LOCARNO.

In two telegrams, dated March 8th, 1936, the Governments of France and Belgium informed the Council of the breach of Articles 42 and 43 of the Treaty of Versailles and Article 1 of the Treaty of Locarno,<sup>1</sup> constituted by the despatch of German troops to the demilitarised zone on the left bank of

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<sup>1</sup> See also page 153.

the Rhine and the right bank of the zone situated between that river and a line drawn 50 kilometres to the east. The German Government had given notice that it no longer considered itself bound by the Treaty of Locarno.

The question was discussed at the ninety-first, ninety-second, ninety-fourth, ninety-sixth, ninety-seventh and ninety-ninth sessions of the Council.

On March 14th, 1936, the Council, at its extraordinary session held in London, invited the German Government to take part in the examination of the question.

On March 15th, 1936, the Government of the Reich accepted the invitation in principle and, on March 17th—having received on March 16th the Council's telegram assuring it that Germany would take part in the examination of the question on equal terms with the representatives of the other Powers guaranteed, like Germany, by the Treaty of Locarno (France and Belgium)—appointed its Ambassador, M. von Ribbentrop, to represent it on the Council.

On March 19th, 1936, the Council unanimously adopted—the negative vote of Germany, a guaranteed Power, not being counted in calculating unanimity (the representative of Ecuador was not present at the meeting)—a resolution to the effect that the German Government had committed a breach of Article 43 of the Treaty of Versailles by causing, on March 7th, 1936, military forces to enter the demilitarised zone, and instructing the Secretary-General to notify this finding without delay to the Powers signatories of that Treaty.

The German representative entered a formal protest against this resolution and reasserted that it was not Germany which had broken the Treaty of Locarno, but France, by concluding a military alliance with the Union of Soviet Socialist Republics.

The French representative, in his reply, repeated that his country was ready, if the German Government so desired, to have the dispute which the representative of the Reich had again raised settled by the Permanent Court of International Justice.

On that same day, March 19th, the representatives of



Belgium, France, the United Kingdom and Italy agreed upon a number of measures which they submitted to their respective Governments and which were communicated to the Council for its information by the United Kingdom Government on March 20th.

On March 24th, the Council found that no definite request had been submitted to it which called for immediate action on its part. It invited the Governments of the Members of the League signatories to the Treaty of Locarno to keep it advised of the development of the conversations in progress. It would meet again as soon as the circumstances rendered further consideration of the question desirable. Since then it has remained on the Council agenda.

January 27th, 1937: Question adjourned to next Council session.

On May 27th, 1937, the Council took note of a communication from the French and United Kingdom Governments, which by a joint declaration of April 24th, 1937, had given effect to the desire of Belgium to be released from all obligations towards them resulting from the Treaty of Locarno and the arrangement of March 19th, 1936, and had taken note of certain views expressed by the Belgian Government relating to its fidelity to the Covenant of the League of Nations and its determination efficiently to organise the defence of Belgium against any aggression or invasion. The Franco-British guarantee is maintained in respect of Belgium.

In 1937 and 1938, the question was adjourned to later sessions of the Council.

#### 41. REQUEST BY THE GOVERNMENT OF IRAQ.

In a communication dated June 15th, 1936, the Iraqi Government requested the Council to agree to a modification of Article 12 of its declaration to the League of Nations of May 30th, 1932.

The question was discussed at the ninety-third session of the Council.

On September 25th, 1936, the Council agreed that, hereafter, the Iraqi Government should employ only eight foreign jurists instead of nine.

#### 42. APPEAL BY THE SPANISH GOVERNMENT.

The Spanish Government appealed to the Council under Article 11 of the Covenant on November 27th, 1936.

The matter was discussed at the ninety-fifth, ninety-sixth, ninety-seventh, ninety-eighth, ninety-ninth and hundred-and-first sessions of the Council.

The Council, in its resolution of December 12th, 1936, affirmed that every State is under an obligation to refrain from intervening in the internal affairs of another State; recommended the Members of the League represented on the London Non-intervention Committee to spare no pains to render the non-intervention undertakings as stringent as possible and to take appropriate measures to ensure forthwith that the fulfilment of the said undertakings should be effectively supervised; viewed with sympathy the action which had just been taken on the international plane by the United Kingdom and France with a view to avoiding the dangers which the prolongation of the existing state of affairs in Spain was causing to peace; noted that there were problems of a humanitarian character in connection with the existing situation in regard to which co-ordinated action of an international and humanitarian character was desirable as soon as possible; recognised, further, that, for the reconstruction which Spain might have to undertake, international assistance might also be desirable; and authorised the Secretary-General to make available the assistance of the technical services of the League of Nations should a suitable opportunity occur.

On January 27th, 1937, the Council considered the report of the Health Mission sent to Spain at the request of the Spanish Government, and decided to refer to the Health Committee the chapters dealing with the question of the

prevention of epidemics among the civil population. The Council also noted that agreement had been reached between the representatives of Spain and Chile with a view to the settlement by direct negotiation of the question of the evacuation of Spanish refugees from the Chilian Embassy at Madrid.

On May 29th, 1937, the Council expressed its regret that the steps taken by the Governments on its recommendation of December 12th, 1936, had not up to the present had the full effect desired; it took note of the entry into force of a system of international supervision of the non-intervention undertakings assumed by the European Governments. Noting with satisfaction the action of the London Non-Intervention Committee, it emphasised the urgent necessity for the withdrawal from the Spanish conflict of all non-Spanish combatants; this step, it considered, provided the most effective remedy for a situation of the utmost gravity from the point of view of general peace. It formally condemned methods which contravened international law, and the bombardment of open towns.

On September 16th, 1937, the Spanish Government drew the attention of the Council to the insecurity of merchant shipping under the Spanish or other flags in the Mediterranean.

On October 5th, 1937, the Council, having regard to the international Arrangement signed at Nyon on September 14th, and to the Agreement supplementary to that arrangement signed at Geneva on September 17th, and observing that the measures agreed upon at Nyon had proved effective, noted that attacks had taken place in violation of the most elementary dictates of humanity and declared that all attacks of that kind against any merchant vessels were repugnant to the conscience of the civilised nations.

The other international problems which had arisen in connection with the conflict in Spain were considered by the Assembly at its session of 1937. On September 18th, the Spanish Government asked that the part of the Secretary-

General's report to the Assembly relating to the situation in Spain should be referred to the Sixth Committee.

A draft resolution submitted by the Sixth Committee, which was discussed on October 2nd, 1937, was not unanimously accepted by the Assembly (thirty-two members voted for, two against, fourteen abstained, and five were absent).

On September 21st the representative of Spain announced the decision of his Government to proceed to the immediate withdrawal of all non-Spanish combatants taking part in the conflict on the Government's side. The Council, at the request of Spain and in conformity with the desire of the Assembly, decided on September 30th to send to Spain an International Commission instructed to verify the measures for the withdrawal taken by the Spanish Government and to report on their efficacy, on the destination of the persons withdrawn, and on the extent to which it considered the withdrawal to be complete. A Council Committee, consisting of the representatives of the United Kingdom, France and Iran, was set up to constitute and, so far as necessary, to direct the working of the International Commission. The Commission, under the presidency of General JALANDER (Finnish), arrived at Barcelona in October 1938.

#### 43. APPEAL BY THE CHINESE GOVERNMENT.

The Chinese Government appealed to the Council in virtue of Articles 10, 11 and 17 of the Covenant, on September 12th, 1937.

Discussion at the Council's ninety-eighth, hundredth, hundred-and-first, hundred-and-second and hundred-and-third sessions.

On September 14th, 1937, the Council placed the Chinese Government's appeal on its agenda.

On September 16th, 1937, the Council requested the Secretary-General to take the necessary steps so that the Far East Advisory Committee might examine the situation to which

attention had been directed by China. This Advisory Committee (Committee of Twenty-three) was set up by the Assembly on February 24th, 1933, to deal with the Sino-Japanese conflict.

The Chinese Government reserved the right, if circumstances required, to ask the Council to take action in accordance with the procedure of Article 17 of the Covenant.

The Far East Advisory Committee, upon which the Government of the United States authorised its representative to sit, without the right to vote, met on September 21st. On the 27th, it passed a resolution solemnly condemning the aerial bombardment of open towns in China by Japanese aircraft. This resolution was forwarded to the Assembly and adopted by it on September 28th.

On October 5th, the Advisory Committee adopted two reports. The first gave an outline of events in China since July 7th, 1937, examined the treaty obligations of the parties to the dispute (Nine-Power Treaty signed at Washington on February 6th, 1922, and Pact of Paris) and declared that Japan's action was a violation of these obligations.

The second report proposed to the Assembly to invite those members of the League who were parties to the Nine-Power Treaty signed at Washington on February 6th, 1922<sup>1</sup>, to initiate the consultation provided for in Article VII of that Treaty at the earliest practical moment; to express its moral support for China, and to recommend members of the League to refrain from taking any action which might have the effect of weakening China's power of resistance, and to consider how far they could individually extend her their aid.

The Assembly approved these two reports in its resolution of October 6th, 1937.

<sup>1</sup> In this Treaty, the contracting parties agreed, *inter alia*, to respect the sovereignty, the independence and the territorial and administrative integrity of China (Article I), and that whenever a situation arises which involves the application of the stipulations of the Treaty there shall be full and frank communication between them (Article VII).



The negotiations provided for in Article VII of the Treaty of Washington began at Brussels on November 3rd, 1937. Japan refused to take part in this Conference, which was adjourned on November 24th.

At its hundredth session, the Council considered the situation in the Far East, where hostilities had been intensified. In particular, it called the most serious attention of the Members of the League to the recommendations made in the Assembly resolution of October 6th, 1937, regarding individual aid by League Members to China (Council resolution of February 2nd, 1938).

On May 14th, 1938, the Council earnestly urged Members of the League to do their utmost to give effect to the recommendations contained in previous resolutions of the Assembly and the Council. The Council also recalled that the use of toxic gases was a method of war condemned by international law, which could not fail, should resort be had to it, to meet with the reprobation of the civilised world. It requested Governments which might be in a position to do so to communicate to the League of Nations any information they might obtain on this subject.

On September 11th, 1938, the Chinese Government requested the Council to apply the provisions of Article 17 of the Covenant, relating to a dispute between a Member of the League and a State which is not a member, to the situation in the Far East. On September 19th, the Council addressed to the Japanese Government the invitation provided for in the first sentence of this article. Japan stated, on September 22nd, that she was unable to accept this invitation. On September 30th, the Council noted that, although, in conformity with established practice, it was, in principle, for Members of the League to appreciate in each particular case whether the conditions required for the application of Article 16 and paragraph 3 of Article 17 were fulfilled, in this special case, the military operations in which Japan was engaged in China had already been found by the Assembly to be illicit. In



view of Japan's refusal of the invitation extended to her, the provisions of Article 16 were in the present conditions applicable, and the Members of the League were entitled, not only to act as before on the basis of the said finding, but also to take individually the measures provided for in Article 16. With regard to the co-ordination of such measures, it was evident from the experience of the past that all the elements of co-operation which were necessary were not yet assured.

Furthermore, recalling the paragraph of its resolution of May 14th, 1938, relating to the use of toxic gases, the Council invited Governments of States represented on the Council or on the Far Eastern Advisory Committee to investigate through the diplomatic channel, as far as might prove practicable, and by the most appropriate method, such cases as might be brought to their notice and to submit all relevant reports for examination and consideration (Council resolution of September 30th, 1938).

## II. THE MANDATES SYSTEM

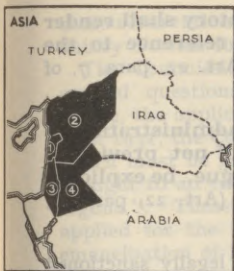
The Covenant defines the mandates system as follows :

To those colonies and territories which, as a consequence of the late war, have ceased to be under the sovereignty of the States which formerly governed them and which are inhabited by peoples not yet able to stand by themselves under the strenuous conditions of the modern world, there should be applied the principle that the well-being and development of such peoples form a sacred trust of civilisation and that securities for the performance of this trust should be embodied in this Covenant. (Art. 22, para. 1, Covenant.)

The best method of giving practical effect to this principle is that the tutelage of such peoples should be entrusted to advanced nations who, by reason of their resources, their experience or their geographical position can best undertake this responsibility, and who are willing to accept it, and that this tutelage should be exercised by them as Mandatories on behalf of the League. (Art. 22, para. 2, Covenant.)

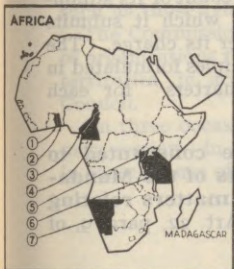
The character of the mandate must differ according to the stage of the development of the people, the geographical situation of the territory, its economic conditions and other similar circumstances. (Art. 22, para. 3, Covenant.)

The mandates system is therefore designed to secure the well-being and development of the peoples who inhabit the territories in question.



Territories subject to an "A" Mandate :

- |                 |   |  |
|-----------------|---|--|
| 1. The Lebanon  | } | under the Mandate of France.             |
| 2. Syria        |   |  |
| 3. Palestine    | } | under the Mandate of the United Kingdom. |
| 4. Trans-Jordan |   |  |

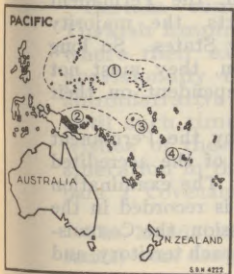


Territories subject to a "B" Mandate :

- |                  |   |  |
|------------------|---|--|
| 1. Togoland      | } | under the Mandate of the United Kingdom. |
| 3. The CAMEROONS |   |  |
| 6. Tanganyika    | } | under the Mandate of France.             |
| 2. Togoland      |   |  |
| 4. The Cameroons | } | under the Mandate of Belgium.            |
| 5. Ruanda-Urundi |   |  |

Territory subject to a "C" Mandate :

7. South West Africa under the Mandate of the Union of South Africa.



Territories under a "C" Mandate :

1. The Marianas, Caroline, and Marshall Islands, under the Mandate of Japan.
2. New Guinea (north-eastern part), New Ireland, New Britain and the Solomon Islands, under the Mandate of Australia.
3. Nauru, under the Mandate of the British Empire exercised through Australia.
4. Western Samoa, under the Mandate of New Zealand.

In every case of mandate, the Mandatory shall render to the Council an annual report in reference to the territory committed to its charge. (Art. 22, para. 7, of the Covenant.)

The degree of authority, control, or administration to be exercised by the Mandatory shall, if not previously agreed upon by the Members of the League, be explicitly defined in each case by the Council. (Art. 22, para. 8, Covenant.)

The mandatory Power thus assumes a legally sanctioned obligation : the Mandatory must give an account of its administration to the Council of the League, to which it submits each year a report on the territories under its charge. The whole of the methods of applying the principles formulated in Article 22 is defined in the special " Charters " for each territory under mandate.

A permanent Commission shall be constituted to receive and examine the annual reports of the Mandatories and to advise the Council on all matters relating to the observance of the mandates. (Art. 22, para. 9, of the Covenant.)

Set up and appointed by the Council, the Permanent Mandates Commission consists of experts, the majority of whom are nationals of non-mandatory States. So long as these are members of the Commission, they must not hold any office making them directly dependent on their Governments.

These reports are examined each year by the Permanent Mandates Commission with the assistance of the accredited representatives of the mandatory Powers. The examination is conducted by question and answer and is recorded in the published Minutes. At the end of each session, the Commission draws up " Observations " in respect of each territory, and

these observations are transmitted by the Council to the mandatory Powers for the necessary action.

The Commission's report to the Council also deals with general questions, such as economic equality, the liquor traffic, the application of international conventions, etc.

In 1931, the Commission laid down the "general conditions which must be fulfilled before the mandatory regime can be brought to an end in respect of a country placed under that regime". These rules were adopted by the Council and were applied for the first time in 1932 on the occasion of the emancipation of Iraq.

The Commission's reports also treat of more special questions, such as those relating to the determination of frontiers.

The Commission examines petitions from interested parties or organisations relating to the administration of the mandated territories, in accordance with the rules laid down by the Council.

On three occasions, the Commission has met in extraordinary session—in 1926, following the events in Syria, in 1930, in consequence of the disorders in Palestine, and in 1937.

## " A " MANDATES

Certain communities formerly belonging to the Turkish Empire have reached a stage of development where their existence as independent nations can be provisionally recognised, subject to the rendering of administrative advice and assistance by a Mandatory until such time as they are able to stand alone. The wishes of these communities must be a principal consideration in the selection of the Mandatory. (Art. 22, para. 4, Covenant.)

The Mandatories for Syria, Palestine and Iraq (Mesopotamia) were designated by the Supreme Council at San Remo

on April 25th, 1920. France was entrusted with the administration of Syria, and the United Kingdom with that of Palestine and Mesopotamia (Iraq).

The mandate regime in *Iraq* terminated on October 3rd, 1932, with the admission of Iraq to the League of Nations, after the Council had found that the conditions on which its emancipation depended were fulfilled.

As regards *Palestine*, the Council, at its session of September 1937, took note of the declaration of the mandatory Power concerning the conclusions of the Royal Commission sent to Palestine as a result of the disturbances which took place in that territory in 1936 and of the preliminary opinion of the Mandates Commission. The Council adopted a resolution in which it declared that it agreed to the mandatory Power's carrying out a study concerning the problem of the status of Palestine, concentrating particularly on a solution involving a partition of the territory. The Council—while pointing out that the mandate remained in force—deferred consideration of the substance of the question until it should be in a position to deal with it as a whole. It added that, in the meantime, it entirely reserved its opinion and its decision. On November 9th, 1938, the Government of the mandatory Power, following a study made by a special commission (the Woodhead Commission), abandoned the plan of partition and embarked on a consultation of representatives of the Arabs of Palestine and the neighbouring States, on the one hand, and of the Jewish Agency, on the other hand, concerning the future of Palestine.

On the subject of *Syria* and *Lebanon*, the French Government communicated to the Mandates Commission in November 1937 several texts intended to govern the relations between France and Syria and Lebanon after the admission to the League of Nations of the two last-named countries. The mandatory Power allowed for a period of three years during which Syria and Lebanon would have to give proof of their ability to govern themselves.



I. PALESTINE AND TRANS-JORDAN (BRITISH MANDATE).

Area :	{	Palestine : 27,009 square kilometres.
	{	Trans-Jordan : 99,000 square kilometres.
Population :	{	Palestine : (1937) 1,383,320.
	{	Trans-Jordan : (1937) 325,500.
Imports :	{	Palestine (1937) £P15,903,666.
	{	Trans-Jordan (1937) £P1,054,286.
Exports :	{	Palestine (1937) £P5,819,779.
	{	Trans-Jordan (1937) £P510,968.

2. SYRIA AND LEBANON (FRENCH MANDATE).

Area :	202,500 square kilometres.
Population :	(1937) 3,214,760.
Imports :	(1937) 1,292,420,000 francs.
Exports :	(1937) 740,020,000 francs.

“ B ” MANDATES

Other peoples, especially those of Central Africa, are at such a stage that the Mandatory must be responsible for the administration of the territory under conditions which will guarantee freedom of conscience and religion subject only to the maintenance of public order and morals, the prohibition of abuses such as the slave trade, the arms traffic and the liquor traffic, and the prevention of the establishment of fortifications or military and naval bases and of military training of the natives for other than police purposes and the defence of territory, and will also secure equal opportunities for the trade and commerce of other Members of the League. (Art. 22, para. 5, Covenant.)

On May 7th, 1919, the Supreme Council designated the mandatories. It gave the mandate for the Cameroons and Togoland to France and the United Kingdom, and that for Tanganyika (former German East Africa) to the United Kingdom. After subsequent negotiations, Ruanda-Urundi

(north-west region of former German East Africa) was placed under Belgian mandate.

1. CAMEROONS UNDER BRITISH MANDATE.

Area : 88,266 square kilometres.

Population : (1937) 831,103.

Imports : (1937) £329,645.

Exports : (1937) £526,554.

Administered by the authorities of Nigeria.

2. CAMEROONS UNDER FRENCH MANDATE.

Area : 429,750 square kilometres.

Population : (1937) 2,516,623.

Imports : (1937) 126,366,000 francs.

Exports : (1937) 168,249,000 francs.

3. TOGOLAND UNDER BRITISH MANDATE.

Area : 33,772 square kilometres.

Population : (1937) 359,754.

Imports : (1937) £16,208.

Exports : (1937) £111,859.

Administered by the authorities of the Gold Coast.

4. TOGOLAND UNDER FRENCH MANDATE.

Area : 52,000 square kilometres.

Population : (1937) 763,360.

Imports : (1937) 78,701,000 francs.

Exports : (1937) 75,554,000 francs.

5. TANGANYIKA TERRITORY (BRITISH MANDATE).

Area : 932,364 square kilometres.

Population : (1937) 5,182,289.

Imports : (1937) £3,924,095.

Exports : (1937) £5,311,464.

6. RUANDA-URUNDI (BELGIAN MANDATE).

Area : 53,200 square kilometres.

Population : (1937) 3,695,231.

Imports : (1937) 84,125,890 francs.

Exports : (1937) 94,085,402 francs.

## “ C ” MANDATES

There are territories, such as South West Africa and certain of the South Pacific Islands, which, owing to the sparseness of their population, or their small size, or their remoteness from the centres of civilisation, or their geographical contiguity to the territory of the Mandatory, and other circumstances, can be best administered under the laws of the Mandatory as integral portions of its territory, subject to the safeguards mentioned above in the interests of the indigenous population. (Art. 22, para. 6, Covenant.)

On May 7th, 1919, the Supreme Council designated the Mandatories. It gave the mandate for South West Africa to the Union of South Africa, that for Western Samoa to New Zealand, that for the Island of Nauru to the British Empire (it is administered by Australia), that for the other German possessions in the Pacific south of the equator (New Guinea) to Australia, and that for the islands north of the equator to Japan.

### 1. SOUTH WEST AFRICA (MANDATE OF THE UNION OF SOUTH AFRICA).

Area :	822,909 square kilometres.
Population :	(1937) 289,020.
Imports :	(1937) £2,375,833.
Exports :	(1937) £3,675,008.

### 2. WESTERN SAMOA (NEW ZEALAND MANDATE).

Area :	2,934 square kilometres.
Population :	(1937) 57,759.
Imports :	(1937) £267,868.
Exports :	(1937) £352,436.

### 3. NAURU (BRITISH EMPIRE MANDATE, CARRIED OUT BY AUSTRALIA).

Area :	21 square kilometres.
Population :	(1937) 3,117.
Imports :	(1937) £144,454.
Exports :	(1937) £513,989.

4. NEW GUINEA (AUSTRALIAN MANDATE).

Area : 240,864 square kilometres.

Population : (1937) 549,291.

Imports : (1936/37) £1,311,623.

Exports : (1936/37) £3,389,072.

5. ISLANDS UNDER JAPANESE MANDATE.

(The Marianas and Caroline and Marshall Islands.)

Area : 2,149 square kilometres.

Population : (1937) 107,020.

Imports : (1936) 19,080,515 yen.

Exports : (1936) 25,259,921 yen.

### III. PROTECTION OF MINORITIES

Since 1919, a number of countries have assumed obligations in respect of the protection of their nationals belonging to racial, religious and linguistic minorities.

The documents governing the work of the League in this respect comprise :

#### 1. Five special " minorities " treaties :

- (a) Poland : Treaty between the United States of America, the British Empire, France, Italy, Japan and Poland, signed at Versailles on June 28th, 1919.
- (b) Czecho-Slovakia : St. Germain-en-Laye, September 10th, 1919.
- (c) Yugoslavia : St. Germain-en-Laye, September 10th, 1919.
- (d) Roumania : Paris, December 9th, 1919.
- (e) Greece : Sèvres, August 10th, 1920.

#### 2. Four special chapters embodied in the following treaties of peace :

- (a) Austria : Treaty of Peace of St. Germain-en-Laye, September 10th, 1919, Articles 62 to 69 (see page 50).
- (b) Bulgaria : Treaty of Peace of Neuilly, November 27th, 1919, Articles 49 to 57.
- (c) Hungary : Treaty of Peace of Trianon, June 4th, 1920, Articles 54 to 60.
- (d) Turkey : Treaty of Peace of Lausanne, July 24th, 1923, Articles 37 to 45.

#### 3. Six Declarations made before the Council :

- (a) Finland, for the Åland Islands : June 27th, 1921.
- (b) Albania : Geneva, October 21st, 1921.
- (c) Lithuania : Geneva, May 12th, 1922.
- (d) Latvia : July 7th, 1923.
- (e) Estonia : September 17th, 1923.
- (f) Iraq : Geneva, May 30th 1932.

#### 4. Special Chapters embodied in two other Treaties :

- (a) Memel: Article 11 of the Convention concerning the Territory of Memel, between France, Italy, Japan and the United Kingdom of the one part and Lithuania of the other part, signed at Paris on May 8th, 1924, and Articles 26 and 27 of the Statute annexed thereto.
- (b) The German-Polish Convention of May 15th, 1922, relating to Upper Silesia, which contained provisions for the protection of minorities in Upper Silesia, *expired* on July 15th, 1937, in accordance with the terms of the Treaty itself.

These documents all contain: (1) an enumeration of the rights accorded to minorities; (2) a clause relating to the guarantee of the League of Nations. They may not be modified without the assent of the majority of the Council of the League.

Members of the Council (one or more) have alone the right to call the Council's attention to any infraction or danger of infraction of these obligations.

#### 1. RIGHTS OF MINORITIES

The rights granted under minorities treaties are the following :

1. *Rights of all Inhabitants of the Country* : (a) protection of life and liberty; (b) freedom of religious worship.
2. *Acquisition of the Nationality of the Country* : (a) by domicile in the country or by possessing rights of citizenship there when the Treaty comes into force; (b) by birth in the territory. (The treaties also contain certain provisions as to rights of option.)
3. *Rights of Nationals of the Country who themselves belong to minorities* : (a) equality before the law and equality of civil and political rights, especially for admission to public employment; (b) free use of the mother tongue in private intercourse, commerce, religion, the Press or publications, or at public meetings and before the courts; (c) a right equal to that of other nationals to maintain at their own expense charitable, religious, social or educational institutions; (d) in districts where there is a considerable proportion of the population belonging to the minority, instruction in the State elementary schools will be given in the language of the minority and a fair share of the sums provided by the State, municipal or other budgets for educational, religious or charitable purpose will be assured to the minority.

Provisions identical in substance with those appearing in the treaties were also inserted in the six declarations mentioned above.



Apart from these general stipulations, the treaties in question contain others conferring a number of special rights on certain minorities.<sup>1</sup>

## 2. OBLIGATIONS OF MINORITIES

“ While the Assembly recognises the primary right of the minorities to be protected by the League from oppression, it also emphasises the duty incumbent upon persons belonging to racial, religious or linguistic minorities to co-operate as loyal fellow-citizens with the nations to which they now belong.” (Assembly Res., Sept. 21st, 1922.)

## 3. PROCEDURE

The Council, when a minority question has once been brought before it by one or more of its members, may proceed in such a manner, and give such instruction, as may appear appropriate and effective in the circumstances of the case.

In the event of differences of opinion with the Governments concerned on questions of law or of fact relating to the application of the Minorities Treaties, a Member of the Council may appeal to the Permanent Court of International Justice for a decision.

The Members of the Council may be informed by petitions from minorities of such infractions or danger of infractions.

The Council drew up a *Procedure* for the examination of such petitions in its resolutions of October 22nd and 25th, 1920, June 27th, 1921, September 5th, 1923, June 10th, 1925, and June 13th, 1929.

This procedure comprises :

(1) A decision by the Secretary-General as to the receivability of the petitions, whatever their origin. If they are to be receivable, petitions :

(a) Must have in view the protection of minorities in accordance with the treaties;

(b) In particular, must not be submitted in the form of a request for the severance of political relations between the minority in question and the State of which it forms a part;

<sup>1</sup> See also : Protection of Linguistic, Racial and Religious Minorities by the League of Nations, Geneva, 1927.

- (c) Must not emanate from an anonymous or unauthenticated source;
- (d) Must abstain from violent language;
- (e) Must contain information or refer to facts which have not recently been the subject of a petition submitted to the ordinary procedure.

(2) The transmission of receivable petitions to the Governments concerned for their observations, and the communication of such petitions and observations to the Members of the Council for their information. In cases of extreme urgency, the petition is communicated to the members of the Council at the same time as it is transmitted to the Governments concerned.

(3) The examination by a Committee composed of the President of the Council and of two or, in exceptional cases, four other Members nominated by him ("Minorities Committee") and set up to deal with each receivable petition and the observations relating thereto as soon as the petition is communicated to the members of the Council.

The Committee decides (a) whether it considers that any action should be taken on the question submitted to it; (b) whether the question can be settled by the Committee, without a formal decision, by means of non-official negotiations with the Government concerned; and (c) whether it should be referred by the members to the Council.

The members of the Committee communicate by letter the results of their examination to the other members of the Council for their information.

Finally, they consider the possibility of publishing, with the assent of the Government concerned, the results of the examination of the questions submitted to them.

(4) The annual publication, in the *Official Journal*, of statistics relating to the work of the League of Nations in the matter of the protection of minorities (number of petitions, with indication of decisions regarding their receivability, number of committees formed, meetings held by these committees to examine receivable petitions, and the number of petitions the examination of which has been closed).

#### 4. OPINIONS GIVEN BY THE PERMANENT COURT OF INTERNATIONAL JUSTICE

*German Settlers in Poland.* On September 10th, 1923, at the request of the Council, the Permanent Court of International Justice gave an opinion in regard to a number of former German settlers who had become Polish nationals and had been subjected by the Polish Government to measures involving their expulsion from land occupied by them.

The Court, after deciding that the League had jurisdiction in the matter—which the Polish Government had contested—expressed the opinion that the measures adopted by that Government were not in conformity with its international obligations, and confirmed the right of the settlers to continue to occupy and cultivate the land on which they were settled.

*Acquisition of Polish Nationality.* The Council asked the Court's opinion in regard to the Polish Government's decision to consider certain former German nationals, born on territory now part of Poland, not to have acquired Polish nationality.

In its opinion, given on September 15th, 1923, the Court decided against the Polish contention that the guarantee laid down in the Minorities Treaty did not extend to the articles of that Treaty that concerned the acquisition of Polish nationality. The Court held that the provisions of the Treaty regarding the domicile of the parents related solely to the moment of the individual's birth, and accordingly did not concern the moment of coming into force of the Treaty as well as the moment of birth, as the Polish Government had contended.

*Minority Schools in Albania.* The Court was asked by the Council to give an opinion on the question whether the Albanian Government's decision to abolish private schools was, as the Albanian Government contended, in conformity with its

declaration of October 2nd, 1921, having regard to the fact that the above decision affected both the majority and the minority.

On April 6th, 1935, the Court, by eight votes to three, gave the opinion that the Albanian Government's contention was not well founded.

## IV. THE HIGH COMMISSARIAT FOR THE FREE CITY OF DANZIG

Area : 1,952 sq. kilometres.  
Population : 400,000.

The Free City of Danzig forms a constitutional State governed by a Senate. The members of the latter are elected by the Popular Assembly, which is elected in turn by universal,



TERRITORY OF THE FREE CITY OF DANZIG.

equal, direct and secret suffrage. Danzig is placed under the protection of the League of Nations, which guarantees the Constitution of the Free City.

The High Commissariat of the League was established at Danzig in pursuance of Article 103 of the Treaty of Versailles. (Telegraphic address : Hicom Danzig.)

The High Commissioner resides at Danzig, and is appointed by the Council of the League for a period of three years. He deals in the first instance with all differences arising between the Free City and Poland with regard to the treaties and agreements governing the relations between these two countries : Treaty of Versailles, Articles 100-108; Paris Treaty between Poland and Danzig, November 9th, 1920; Warsaw Agreement between Poland and Danzig, October 24th, 1921.

The High Commissioner takes a decision only if an agreement between the parties proves to be impossible. When a decision has been given by the High Commissioner, the Free City and Poland have the right to appeal against this decision to the Council of the League, which gives a final award. Before appealing to the Council against a decision by the High Commissioner, the parties must undertake direct negotiations, which take place under the auspices of the High Commissioner.



THE HIGH COMMISSIONER OF THE LEAGUE OF NATIONS  
DANZIG



## V. QUESTION OF ALEXANDRETTA

Cazas in the Sanjak of Alexandretta :

Caza of Alexandretta . . . . .	925.40 sq. km. . . . .	41,217 inhabitants
Caza of Kirik Khan . . . . .	2053.60 sq. km. . . . .	41,969 inhabitants
Caza of Antioch . . . . .	1825.90 sq. km. . . . .	135,894 inhabitants
	<u>4804.90 sq. km. . . . .</u>	<u>219,080 inhabitants.</u>

In a telegram dated December 8th, 1936, the Turkish Government requested the Council to place on the agenda the question known as that of Alexandretta.

The French Government, in a telegram dated December 10th, 1936, agreed that this question should be placed on the agenda.

The matter was discussed at the ninety-fifth (extraordinary) ninety-seventh, ninety-ninth, hundredth and hundred-and-first sessions of the Council.

On December 16th, 1936, the Council decided, at the request of the French Government, to send three observers to the Sanjak of Alexandretta and postponed the examination of the substance of the question until the ordinary session in January 1937. In the meantime, the French and Turkish Governments were to continue their conversations, keeping in close contact with the representative of Sweden (Rapporteur).

The Turkish representative abstained from voting.

On January 27th, 1937, the Council unanimously approved a report of the representative of Sweden in which note was taken that an agreement had been reached between the French and Turkish Governments on the fundamental principles which were to govern the future status of the Sanjak



TERRITORY OF ALEXANDRETTA AND ANTIOCH.

of Alexandretta. According to these principles, the Sanjak was to constitute a separate entity, its foreign affairs being, subject to certain reserves, administered by the State of Syria; the Sanjak and Syria were to have the same Customs and monetary administration; the Council of the League of Nations was to exercise supervision in order to ensure respect

for the Statute and Fundamental Law of the Sanjak of Alexandretta; the Sanjak was to be demilitarised. A treaty was to be concluded between Turkey and France guaranteeing the territorial integrity of the Sanjak, and an agreement between France, Turkey and Syria guaranteeing the inviolability of the Turco-Syrian frontier. A special clause would confer upon Turkey rights and facilities in the port of Alexandretta. Finally, it was laid down that the Council's decisions and recommendations were to be taken by a two-thirds majority without reckoning the votes of the parties concerned.

The report adopted by the Council contained in addition a list of points which should be embodied in the Statute and the Fundamental Law of the Sanjak, to be drawn up by a Committee of Experts. The observers who had been sent to the Sanjak by the League of Nations were given a new mandate, and it was made possible for the Committee of Experts to have the benefit of direct collaboration with them.

The draft Statute and the draft Fundamental Law drawn up by this Committee were approved by the Council on May 29th, 1937. In the report of the representative of Sweden, which it then adopted, the Council fixed November 29th, 1937, as the date on which the Statute and the Fundamental Law should come into force, provided that the agreements concerning the integrity of the Sanjak and the Turco-Syrian frontier were by that date ratified. It would rest with France, until the termination of the mandate, to bring the new regime into operation as far as was compatible with the exercise of her mandate. In addition, the existing frontiers of the Sanjak were confirmed and the question of official languages settled by this report. Further, a Commission consisting of members appointed by the President of the Council was to be responsible for the organisation and supervision of the first elections in the Sanjak, which were to take place not later than April 15th, 1938.

At the same meeting of the Council, on May 29th, 1937, the representatives of France and Turkey stated that they accepted

the settlement reached as constituting the final solution of the question, and undertook the special obligations which devolved upon each of the two countries from the texts adopted.

On November 29th, 1937, the agreements guaranteeing the Turko-Syrian frontier and the territorial integrity of the Sanjak having in the meantime been ratified, the Statute and the Fundamental Law came into force.

After a first visit to the Sanjak, the Commission responsible for the organisation and supervision of the first elections, which was created on October 4th, 1937, prepared the text of regulations and proposed March 28th and April 12th, 1938, as the dates for the opening of the two successive ballots. These dates were approved by the President of the Council.

By two telegrams, dated December 15th and 24th, 1937, however, the Turkish Government made certain observations and reservations concerning the preparation and application of the electoral rules.

The question raised by the Turkish Government was discussed at the Council meeting held on January 28th, 1938. On January 31st, the Council appointed a Committee consisting of the representatives of Belgium, the United Kingdom, France, Sweden and Turkey, which was to endeavour to make such modifications as might prove necessary in the electoral regulations, within the limits of the provisions and texts adopted by the Council on May 29th, 1937, and accepted by France and Turkey. This Committee was also to take decisions regarding the appointment of officials and staff and regarding the date of the first elections, it being understood that the latest date, originally fixed at April 15th, 1938, should be postponed as far as might be necessary.

The Council Committee met at Geneva from March 7th to 19th, 1938. It unanimously adopted the final regulations for the first elections in the Sanjak, fixed July 15th as the date by which the elections were in any case to be completed and took the necessary decisions concerning the officials and staff who would assist the Electoral Commission in its work.

The final text of the electoral regulations was immediately transmitted to the French Government, as mandatory Power, with a view to promulgation in the Sanjak.

On May 3rd, 1938, the registration of electors at the first stage was begun in the Sanjak under the supervision of the Electoral Commission.

On June 26th, after having informed the Council that circumstances prevented it from pursuing its work, the Committee stopped the registration of electors, and on June 29th it left the Sanjak. It addressed its report to the Council on July 30th.



## VI. THE COMMISSION OF ENQUIRY FOR EUROPEAN UNION

At the 1929 session, M. Aristide Briand having raised the idea of a plan for a closer union between the States of Europe, the Assembly, on September 17th, 1930, invited the Governments of the European States Members, of the League, acting as a Commission of the League, to enquire into the possibility of closer co-operation among them. The Commission appointed as its secretary the Secretary-General of the League.

The Commission, being a Commission of the League of Nations, submits its reports to the Assembly and to the Council. It may ask the assistance of the technical organisations and advisory committees of the League. The Commission's meetings are open to non-European States which are Members of the League. The Governments of Iceland, Turkey, the Union of Soviet Socialist Republics and the Free City of Danzig were invited to co-operate in the enquiry into the economic depression in so far as it concerns Europe.

The Commission set up several committees for the purpose of studying the problem of the disposal of the grain surplus of the 1930 harvest; of seeking measures to facilitate the export of future harvest surpluses, including tariff arrangements; of drawing up a draft Convention, Charter and Statutes for an International Agricultural Mortgage Credit Company; of examining all the methods likely to bring about closer co-operation between the different countries in order to improve, in the general interest, the organisation of production and trade; of studying the problem of unemployment with six members of the Governing Body of the International Labour Office and examining a plan submitted by the International Institute of Agriculture with a view to a better use of all the factors of production; of examining a draft Protocol for a pact



of economic non-aggression; and, lastly, of studying the extension of preference to agricultural products other than cereals.

On September 23rd, 1938, the Assembly decided to maintain the Commission in office for a further year and to place the question on the agenda of the next Assembly session.

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PART V

TECHNICAL WORK OF THE LEAGUE

1917

TECHNICAL WORK OF THE ENGINEER

# I. ECONOMIC AND FINANCIAL WORK

## A. ORGANISATION

At its second session, held in London in February 1920, the Council, reviewing the financial situation in Europe, decided "to convene an International Conference with a view to studying the financial crisis and looking for the means of remedying and of mitigating the dangerous consequences arising from it". This Conference—the first major international conference convened by the League of Nations—met at Brussels in September-October 1920, and was attended by experts belonging to thirty-nine States, including certain States not members of the League, such as the United States of America and Germany.

The resolutions adopted at the Conference recalled the principles of sound financial administration which seemed at that time to have been to a large extent abandoned. By giving its support to these principles, the League made a contribution to the heavy task of reconstruction with which the financial authorities of a large number of countries were faced immediately after the war. The Conference also decided to pursue investigations on various economic and financial subjects, and in this way led to the creation of an economic and financial organisation of the League of Nations.

The Economic and Financial Organisation, set up in 1920, has considerable achievements to its credit, which can, however, only be summarised briefly here. It consists at present of the Financial Committee, the Economic Committee, the Fiscal Committee and the Committee of Statistical Experts. The work of these Committees is prepared at the Secretariat of the League of Nations by the Economic Rela-

tions Section, the Financial Section and the Economic Intelligence Service.

Under the resolutions of the 1937 Assembly (October 4th, 1937), a number of new and important tasks have been entrusted to the Economic and Financial Organisation. These include enquiries on (a) Measures of a national or international character for raising the standard of living; (b) Measures which might be employed with a view to the prevention or mitigation of economic depressions; (c) The study of systems of agricultural credit and insurance; (d) Existing economic and financial tendencies of which account should be taken by States in determining monetary systems; (e) The growth of the indebtedness of States, local authorities and public undertakings; (f) Methods for the suppression of fiscal evasion; (g) Demographic problems; (h) Permanent exhibition of graphs relating to current economic and financial conditions; (i) Urban and rural housing.

The 1938 Assembly added to these duties the study of the economic aspects of demographic problems.

1. The FINANCIAL COMMITTEE is the Council's advisory body on all financial questions capable of international solution. It consists at present of fifteen members, appointed for three years. Its most important work has, until recently, been connected with the financial reconstruction of various countries (see page 234). On the basis of the experience acquired in the course of the assistance it has given to certain countries, at their request, in restoring their finances, it has laid down principles and methods which various other countries have been able to apply. On several occasions, it has expressed opinions on the general financial and economic situation which have exerted a certain influence. It has frequently been consulted by Governments wishing to obtain the opinion of impartial experts on the means of solving various financial problems. It has also taken the initiative in drawing up various conventions or draft agreements, or has assisted therein.



2. The ECONOMIC COMMITTEE advises the Council on all economic questions : commercial policy (trade agreements, most-favoured-nation clause, trade barriers, tariff policy, Customs formalities), commercial access to raw materials, friendly settlement of economic disputes between States, the treatment of foreigners, organisation of production, unfair competition, commercial arbitration, exchange law, commercial propaganda, veterinary questions, tourist traffic, and, in general, all questions of an economic nature considered from the international point of view. This Committee at present consists of thirteen ordinary members and nineteen corresponding members, appointed by the Council for a period of three years.

The Economic Committee has prepared draft Conventions or assisted in the preparation of international agreements or conferences on the following subjects :

International Convention relating to the Simplification of Customs Formalities, 1923; Protocol of 1923 and Convention of 1927 on Arbitration Clauses and the Execution of Foreign Arbitral Awards; Conference for the Revision of International Conventions on the Protection of Industrial Property, The Hague, 1925 (Unfair Competition); preparation of the World Economic Conference, 1927; Convention for the Abolition of Import and Export Prohibitions and Restrictions, 1927-1928; draft International Convention on the Treatment of Foreigners and Foreign Undertakings; Conference with a View to Co-ordinated Economic Action and Commercial Convention, 1930; Conventions on the Unification of Laws on Bills of Exchange, Promissory Notes and Cheques, 1930 and 1931; International Convention on the Regulation of Whale-Fishing, 1931; Procedure for the Friendly Settlement of Economic Disputes between States, 1932; draft Conventions on commercial propaganda and the unification of the conception of weight and the regime of packing in Customs matters, 1934; Conventions on veterinary questions; draft Convention on the trade in meat and meat preparations, 1935.

Recently, in view of the fact that the present international situation is not very favourable to the conclusion of international conventions open to all States, the Committee has sought a solution of certain problems touching international trade (including questions relating to meat and to animals) by preparing " Rules " which Governments might use as a basis in drafting certain clauses of their bilateral trade agreements.

Sub-Committees of the Economic Committee: Experts meeting for the execution of special tasks (for example, the establishment of a draft unified Customs Nomenclature, the study of agricultural questions, preliminary studies on technical questions, studies relating to the tourist trade considered as a factor in international economy, etc.).

3. The FISCAL COMMITTEE has carried on since 1928 the work begun by the experts on double taxation and fiscal evasion, who had held several meetings since 1923 at the Council's invitation. It consists of some ten ordinary members and some forty corresponding members, most of whom are in charge of the fiscal administration of their respective countries. The majority of the bilateral Conventions concluded in the last few years for the prevention of double taxation—about one hundred and fifty in number—are based on the model conventions drawn up by the experts who have worked under the auspices of the League of Nations. The periodical volumes of " Agreements and Internal Legal Provisions for the Prevention of Double Taxation and Fiscal Evasion " <sup>1</sup> published by the Secretariat show the progress achieved in this sphere.

In order to give effect to resolutions passed by the Assembly in 1936 and 1937, the Committee considered at its last session the question of preventing fiscal evasion by international measures.

It prepared a questionnaire with a view to obtaining

<sup>1</sup> Six volumes issued.

information which would enable it to suggest certain improvements on the existing situation.

4. The COMMITTEE OF STATISTICAL EXPERTS was set up in 1930 in pursuance of the International Convention on Economic Statistics of 1928. Its first task was the standardisation of foreign trade statistics. It has drawn up a minimum list of the countries which should appear in commercial statistics, and has prepared a new international classification of commodities. Up to the present, about twenty countries have adopted this classification. In accordance with a uniform scheme drawn up by the Committee, Governments have further supplied statistics of their imports of certain raw materials, arranged under countries of origin. The Secretariat has issued a publication on the basis of these statistics. In addition, the Committee has prepared recommendations on tourist statistics and on certain mineral and metallurgical statistics. It is further engaged upon various activities relating to statistics of trade, prices, production and occupations. At the Council's request, the Committee has recently extended its field of activity in regard to financial statistics. It is also dealing with the problems of housing and building statistics.

## B. ECONOMIC AND FINANCIAL WORK

### INTERNATIONAL ECONOMIC RELATIONS

For some years past, the Economic Committee has been engaged upon a review of the general economic position. In particular, in its report of September 1937 to the Council, it examined the prospects of putting into practice the principles of international co-operation in economic and financial matters contained in the Tripartite Declaration of the French, American and British Governments of September 26th, 1936. In that report, the Committee concluded that the growing

movement of expansion, in spite of the existing difficulties, especially in regard to political affairs, justified an effort towards the extension of international trade by means of measures for reducing the restrictions applied to such trade. Among such measures, it recommended especially the abolition of quotas and the suppression of exchange control.

With regard to the procedure to be followed, the Committee was of opinion that a formal agreement binding on the participating States would have little chance of success. It proposed rather—at least as a first step—a collective declaration on the lines of the Tripartite Declaration mentioned above, in which the Governments would outline their general aims and define as far as possible the methods which they were prepared to adopt for the achievement of those aims. Among the objects to be attained, the Committee strongly emphasised the necessity of creating a favourable political atmosphere. It also laid stress on the effect which successful action of the kind described would have in raising the standard of living of peoples. The Committee was further of opinion that the efforts undertaken in the economic and political spheres must be completed by progress in the sphere of finance, especially as regards the assistance to be given to countries desirous of abolishing exchange control and of returning to the principles of a sound financial policy.

At the request of the 1937 Assembly, the Economic Committee has since been continuing, in co-operation with the Financial Committee, its study of the methods by which those suggestions might be put into effect. It recommended particularly the adoption of measures which would lead to an increase of international exchanges.

## RESEARCH ON ECONOMIC CYCLES

For some years past, the Economic and Financial Organisation has been requested to undertake a systematic study of the periodical return of economic cycles. The purpose of this

study is to discover whether it would not be possible, by co-ordinated and concerted action, to find a means of avoiding periods of economic stagnation. In 1933, the Rockefeller Foundation made a grant to the Financial Organisation, thus permitting this study to be undertaken. Qualified experts have since then been investigating the problem of economic cycles. They began by bringing out certain points on which agreement between economists seemed possible, and made a first attempt at a general synthesis of the theories put forward, in order to provide a basis for a preliminary discussion and for subsequent statistical verification. These studies are being continued by subjecting the theories to mathematical tests.

### COMMERCIAL ACCESS TO RAW MATERIALS

In 1936, the question of raw materials was brought by the British Government before the Assembly, which came to the conclusion that the moment was opportune for an enquiry and a discussion on the question of equal commercial access for all nations to certain raw materials; such an enquiry should be carried out with the co-operation of the chief States concerned, whether or not they were Members of the League of Nations. The Assembly decided to ask the Council to constitute a Committee composed of members of the Economic Committee and the Financial Committee, together with qualified persons of whatever nationality, to undertake a study of this question.

The results and conclusions at which this Committee arrived are contained in the report which it addressed to the Council in September 1937. The Committee confined itself to the consideration of the economic aspect of the problem and, while recognising that the unequal distribution of raw materials might create difficulties for the countries poor in those materials, was of opinion that the problem was above all a particular aspect of the more general question of the restoration to the greatest possible extent of the conditions necessary for the

maintenance of equilibrium in international exchanges; among those conditions was the free movement of persons, of goods and of capital. Such a restoration would in the Committee's view lead to the disappearance, if not completely, at least to a great extent, of the difficulties with which certain countries were at present faced in regard to the supply of raw materials. This consideration carried all the more weight in that most raw materials were produced not in colonies but in sovereign countries.

The Assembly at its ordinary session in 1937 instructed the Economic and Financial Committees to continue their study, in co-operation with the parties concerned, of the methods which might be adopted for the application of the conclusions and recommendations contained in the report summarised above. As a result of this decision, the Economic Committee drew the Council's attention to the advisability of recommending Governments to follow the principles which it had laid down regarding the supply of raw materials, in order that the circulation of such materials might be facilitated. Governments were requested to forward their observations on these principles and their replies led to the conclusion that the principles formulated by the Committee were already being partially applied.

## FINANCIAL RECONSTRUCTION

The League of Nations has made an important contribution to the restoration of public finance and the improvement of world economy—particularly in Europe—which had been so profoundly disturbed by the war of 1914-1918 and by the ensuing territorial changes. Its contribution has taken the following forms :

1. The resolutions of the Financial Conference of 1920, which called attention at the right moment to the fundamental principles of sound economic and financial administration.



2. Effective co-operation in the reconstruction of the public finances of certain countries (Austria, Hungary, Greece, Bulgaria, etc.).<sup>1</sup>

3. The influence of the financial reconstruction thus undertaken on international relations, and the example thus given to the Governments of other countries.

4. The appointment, at the request of certain countries, of financial advisers to study the financial and economic

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<sup>1</sup> *Austria*: International Loan in 1923 (three Protocols signed on August 4th, 1922). Commission withdrawn on June 30th, 1926. Fresh request put forward by the Austrian Government in August 1931 (Protocol signed on July 15th, 1932). Conversion of the 1923 Loan on September 7th, 1934. Post of League representative in Austria and of adviser with National Bank abolished by Council as from November 1st, 1936.

*Hungary*: Reconstruction Loan (two Protocols signed on March 14th, 1924). The Council discontinues control by the League Commissioner on June 30th, 1926. Investigation of the financial situation of the country in October 1931. On January 27th, 1938, the Council terminates the office of the representative of the Financial Committee accredited to the Hungarian Government.

*Greece*: Two loans, in 1924 and 1928, partly for the setting-up of the autonomous Refugee Board and partly for the stabilisation of the drachma. Investigations of the financial situation in February 1932 and May 1933.

*Bulgaria*: Assistance by the League in settling refugees in 1926 and in stabilising the currency in 1928. Examination of the financial and economic situation in February 1932 and April 1933. Co-operation by an Adviser and Commissioner of the League on the spot.

*Estonia*: Assistance in monetary and banking reform in 1927.

*Danzig*: Creation of a separate currency, establishment of a Central Bank. Municipal loan in 1925. Currency loan in 1927.

*Albania*: Investigation in 1922. Appointment of a financial adviser in 1923. Preparation of draft statutes for a Bank of Issue on September 4th, 1923. End of technical collaboration in September 1924.

*Saar Territory*: Advice (March 1929 and September 1931) in connection with the issue of a long-term loan. Consultation in April 1934 as to means of financing the plebiscite. Preparation in October 1934 of a report on the financial and monetary consequences of the change of regime.

situation and advise the Governments of the countries in question.

The first steps taken by the Financial Committee in the countries concerned, while differing in detail, had certain common features. The country was required to carry out, within a specified period, a plan of financial and currency reform, with the assistance, and sometimes under the control, of one or two impartial officials appointed by the Council of the League of Nations; the Financial Committee was regularly informed, both by its officials and by the Government concerned, of the progress made in executing the plan, which involved the issue of a loan secured on certain assigned revenues.

The action taken also had a lasting effect. It inculcated better principles of financial administration where this was necessary; it rendered, for example, the bank of issue more independent of the political authorities than it had been in the past, and it led to the adoption of improved banking, budgetary, fiscal or administrative methods. A monograph published in 1930 by the Secretariat, entitled "Principles and Methods of Financial Reconstruction", provides useful information on this subject.

But, in 1929 and the following years, the financial and monetary improvement experienced by some of these countries, thanks to the co-operation of the Financial Organisation, was handicapped in different degrees by the depression. Some of them were, in particular, unable to meet regularly their payments on arrears of foreign debt, and had again to have recourse to the Financial Organisation for counsel and advice in overcoming the serious difficulties in which the depression involved them.

Apart from these activities, the Financial Committee has also taken action in a number of less important cases. For instance, at the request of the Governments concerned, it appointed experts to proceed to India and China to examine the financial situation, and it sent missions to Portugal and Roumania for the same purpose.

## THE GOLD PROBLEM

The causes of the fluctuations in the purchasing power of gold and their effects on the economic life of nations have been carefully studied on the basis of the most abundant and detailed documentation. The conclusions of this study were embodied in a report published in June 1932, which was signed by a number of distinguished experts. This report is subdivided into two parts. The first deals with the abandonment of the gold standard by various countries and of the measures to be taken to restore it; the second part is devoted to the working of the gold standard and the necessity of avoiding violent fluctuations in the purchasing power of gold. A great deal of the material used for these studies has also been published, providing a valuable source of information for students and business men interested in the problem of gold. It is no exaggeration to say that this report on the problem has had some influence on the ideas of those in control of monetary policy.

## INTERNATIONAL LOAN CONTRACTS

A question raised at the 1935 Assembly was that of improving contracts relating to international loans issued by Governments or other public authorities in the future and, more particularly, of preparing model provisions—if necessary, with a system of arbitration—which could be inserted in such contracts. A special Committee was set up to undertake the study of this question and report on the concrete problem thus defined.

## SUPPRESSION OF COUNTERFEITING CURRENCY AND FALSIFICATION OF DOCUMENTS OF VALUE

An international Conference, at which thirty-five States were represented, met in April 1929 and concluded a Convention for preventing and punishing by various legislative or adminis-

trative measures the offence of falsifying or counterfeiting paper money (including bank-notes) and metallic currency. This Convention lays down rules for standardising to a certain extent the penal legislation of the signatory Powers and for centralising and co-ordinating police work in the different countries. It provides for the creation of a central office in each country for conducting investigations into cases of counterfeiting currency, and for the setting-up of a central international office. This Convention is now in force between thirty-four States, and the Central International Police Office is at work in Vienna.

In the same connection, after preparatory studies extending over several years, the Council decided in May 1937, on the suggestion of the Financial Committee, to set up a Committee of Jurists to study the question of the suppression of the falsification of documents of value. This Committee, after drawing up a definition of "documents of value" which would lend itself to international acceptance, prepared a draft additional protocol to the above-mentioned Convention, the object of which was to extend to the suppression of the falsification of documents of value the provisions of that Convention.

## STUDY OF CLEARING AGREEMENTS

In view of the fact that, in 1934, over one hundred compensation and clearing agreements had been concluded by twenty-five Governments, an investigation was undertaken into the causes, scope, methods and results of those agreements. It was directed by a group of economic and financial experts, and the results were embodied in two documents published in March 1935, one of which gives a brief description of the main characteristics of the system of clearing agreements, while the other reproduces or summarises the information supplied by Governments. These documents give a survey of the situation created at that time by the clearing agreements,

as well as information on the different stages of evolution of those agreements and on the opinions most frequently expressed regarding their causes, scope and results. The 1935 Assembly fully endorsed the report's conclusion that "the clearing system can only be regarded as an expedient or makeshift, involving a number of drawbacks, and should therefore be abolished as soon as possible". A consultation of qualified persons to study the question of clearing agreements in co-operation with the Bank for International Settlements as soon as circumstances permit has been proposed.

### SIMPLIFICATION OF CUSTOMS FORMALITIES

The chief aim of the Convention relating to the Simplification of Customs Formalities is to remove certain abuses in the carrying-out of these formalities which seriously hamper commercial exchanges. It also deals with questions such as the rules for making out and accepting certificates of origin, the facilities to be granted to commercial travellers, etc. This Convention, which is in force in some thirty States, constitutes in many respects a codification of the rules governing commercial exchanges. The majority of the commercial treaties concluded during the last few years contain stipulations which reproduce some of the provisions of this Convention or simply prescribe their application as between the contracting parties.

As a result of a decision of the London Monetary and Economic Conference (1933), the Economic Committee has undertaken the study of several draft international agreements for the purpose of extending the effects of this Convention in the sphere of commercial propaganda (samples without value, advertising matter and posters, commercial travellers, passage through the Customs of samples having a market value, draft international rules with regard to the conception of gross and net weight and the treatment of tares and packings).

## SETTLEMENT OF COMMERCIAL DISPUTES

For some time past, the business world has been showing an increasing tendency to resort to arbitration for the settlement of disputes arising out of the execution of commercial contracts. The purpose of the 1923 Protocol regarding arbitration clauses is to make it easier for those concerned to resort to this simple, economic and rapid procedure. It stipulates that, if a dispute regarding a contract containing a clause of this kind comes before the courts of the contracting States, these courts must refer the parties, at the request of one of them, to the arbitrators.

This Protocol only lays the contracting States under the obligation to enforce the arbitral awards if the latter have been pronounced in their territory. To make good this deficiency, a new Convention was drawn up in 1927. It obliges the contracting States—which can only be those that are parties to the Protocol—to recognise in the cases stipulated by the Convention the validity of an arbitral award given in the territory of any one of their number and to provide for the enforcement of this award.

## FRIENDLY SETTLEMENT OF DISPUTES BETWEEN STATES

The League of Nations has not attempted to create a permanent body with strict and detailed rules, but has simply endeavoured to enable States between which a dispute of an economic nature has arisen—provided they agree to resort to this procedure—to ask one or more experts (to be chosen from a list prepared by the Council) for either an advisory opinion or a proposal for a friendly settlement or an arbitral award.



Instituted by the Council on January 28th, 1932, this procedure is without prejudice to the obligations which the States may have entered into in virtue either of bilateral agreements or of international Conventions.

## UNIFICATION OF COMMERCIAL LAW

(as regards bills of exchange, promissory notes and cheques)

Three Conventions were concluded on each of these subjects in 1930 and 1931.

The first obliges the contracting parties to introduce into their legislation a uniform law; the second institutes certain measures for the settlement of the conflict of laws; and the third relates to stamp duties.

These Conventions, which were the outcome of long and patient work, are calculated to provide enhanced security to traders and bankers. They aim at introducing a certain degree of unification into the great variety of laws in force in the countries of the "continental group", as contrasted with the countries which apply legislation based on Anglo-Saxon usage. The latter countries remained outside the three agreements, with the exception of the United Kingdom, which signed the one relating to stamp duties.

## AGRICULTURAL QUESTIONS

The Organisation makes a special study of international agreements in connection with the production and exchange of certain agricultural products. Special Committees of Experts have studied the international situation of certain products (wheat, sugar, timber, hops, tobacco, etc.) and the possibility of improved organisation.

### WHEAT

The wheat problem has been closely followed by the Organisation. A meeting of experts of the four principal wheat-

exporting countries (the Argentine, Australia, Canada and the United States of America) was called in the first instance, and was extended to include other exporting countries, and subsequently the principal importing countries. The work ultimately led to a Conference held in London in August 1933, which drew up a Final Act for the co-operation of wheat-exporting and wheat-importing countries. The Wheat Advisory Committee was subsequently established in London and instructed to follow this question.

#### INTERNATIONAL TRADE IN MEAT

Similarly, since 1928, a series of studies has been made by veterinary experts which have led to three international Conventions signed up to the present by eleven States. The Economic Committee, with the assistance of qualified experts, has also drawn up a draft Convention to facilitate the international trade in meat and meat products, by ensuring for importing countries a minimum of guarantees for public health and for preventing the spread of disease among animals. Continuing this series of tasks, the Economic Committee arranged for experts to draw up a set of rules relating to methods for the inspection of meat intended for the international trade and to the export and import of live animals. Governments will be invited to base their bilateral agreements on these texts.

#### AGRICULTURAL PROTECTIONISM

The Economic Committee also published in May 1935 an investigation into the most important aspects of agricultural protectionism as now practised in most industrial countries. Without in any way wishing to dispute the legitimacy and even the necessity of assisting the agricultural classes by a reasonable measure of protection, the Committee warns

Governments and public opinion against the dangers that may arise from a too rigorous protectionism, not only for the international community, but also for the countries applying such a system and especially for farmers themselves.

## CO-ORDINATION OF SANCTIONS

States which held themselves bound to take part in the sanctions<sup>1</sup> against Italy discussed the necessary steps and decided that these should be limited to certain economic and financial measures on the lines of those envisaged in paragraph 1, but without applying that paragraph to the full. Paragraph 3 of Article 16 relating to mutual support between Governments enforcing sanctions was also partly applied.

The sanctions continued in force in about fifty States until July 15th, 1936. The methods of their application and the results have been carefully studied, to enable account to be taken of the experience gained, in any future case in which recourse might be had to Article 16.

## ECONOMIC STATISTICS

An international Convention on Economic Statistics, concluded on December 14th, 1928, by a Conference summoned by the League of Nations, is now in force between twenty-five States. The contracting States undertake to publish a series of economic statistics with a minimum programme. A Permanent Committee of Statistical Experts has been set up to work out the details of these provisions and to make further recommendations for improving or amplifying economic statistics. For the work done by this Committee, see page 231.

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<sup>1</sup> See documents Co-ordination Committee/40, 46, 89, 97, 100 and 106 (1.)

## ECONOMIC AND FINANCIAL PUBLICATIONS

Apart from the reports and other publications indicated above, mention must be made of the series of publications prepared by the Economic Intelligence Service. These publications are, as a general rule, based on official information specially supplied by the Governments or taken by the Economic Intelligence Service from the official publications of the various countries (see their enumeration, page 310).

## II. COMMUNICATIONS AND TRANSIT

### A. ORGANISATION

Subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon, the Members of the League . . . . . will make provision to secure and maintain freedom of communications and transit and equitable treatment for the commerce of all the Members of the League. In this connection, the special necessities of the regions devastated during the war of 1914 to 1918 shall be borne in mind. (Art. 23 (e), Covenant.)

Article 1 of the new Statute of the Organisation for Communications and Transit, adopted by the Council on January 29th, 1938, lays down that :

“The purpose of the Organisation for Communications and Transit, which is constituted and exercises its functions in virtue of resolutions adopted by the Assembly of the League of Nations, is, in application of Article 23(e) of the Covenant, to facilitate international co-operation in the field of communications and transit and also in those of public works and of electric power, in so far as they relate to communications and transit. In particular, the Organisation shall help the Council and the Assembly to accomplish the work entrusted to the League by the Covenant and by Treaties in those fields.”

The essential mission of the Organisation is twofold : (1) to act as an organ of conciliation and to fulfil quasi-judicial functions; (2) to determine and codify the general principles of international law, both public and private, on the freedom of transit and on various means of communications, and to unify or simplify certain administrative and technical subjects.

In order to give the greatest possible effect to its activity, the Transit Organisation is in close contact not only with governments but also with the appropriate technical organisations, whether under the authority of the League of Nations or not.

The work of the Organisation is carried out by :

(1) The Committee for Communications and Transit, which has an advisory and technical character;

(2) Permanent or temporary committees (the new Statute makes provision for the following permanent committees: air navigation, electric power, transport by rail, inland navigation, maritime ports and navigation, road traffic and legal);

(3) A permanent secretariat provided by the Secretary-General of the League;

(4) Conferences, general or limited, convened with a view to the conclusion or revision of international conventions in the above-mentioned fields.

Every three years, the Assembly exercises a special control over the activity of the Transit Organisation.

## B. ACTIVITIES

### I. FREEDOM OF TRANSIT

Persons or goods are said to be in transit when they pass through a given State in the course of a journey beginning and terminating outside the territory of that State. This class of transport stands in particular need of international guarantees. The International Convention on Freedom of Transit concluded at Barcelona in 1921 was therefore designed to prevent any interruption or hindrance to such traffic. To that end, it provided for complete freedom of transit and complete equality of treatment as regards transit by rail or navigable waterways, subject to reasonable restrictions in regard to police, public safety, etc., and also to the necessary adaptation to the local conditions obtaining in various parts of the world.



## 2. MARITIME QUESTIONS

1. The Barcelona Conference adopted a *Declaration recognising the right to a flag of States having no sea-coast*, and hence the right to possess a merchant fleet.

2. The *Convention on the International Regime of Maritime Ports*, establishing the principle of the equality of treatment of vessels in maritime ports, irrespective of flag, was concluded at Geneva in 1923.

3. At the Conference for the Unification of Buoyage and the Lighting of Coasts, held at Lisbon in 1930, *Agreements* were concluded on (1) *Maritime Signals* and on (2) *Manned Lightships not on their Stations*.

4. The Lisbon Conference also adopted a series of *recommendations on lighthouse characteristics and radio-beacons*.

5. The Lisbon Conference's agenda also included the question of the unification of buoyage characteristics, a problem on which it was unable to reach unanimous agreement. In order to carry on the work on this subject, a draft *Agreement and Regulations regarding a uniform system of maritime buoyage* were drawn up. This draft was transformed into an instrument by decision of the Council dated May 13th, 1936. By May 12th, 1937, fourteen signatures had been received, three of which were definitive. Several States have either ratified or adhered to the Agreement since that date.

6. The inconvenience caused to shipping by the diversity of the rules applied by maritime countries to the *tonnage measurement* of ships (the so-called British, German, Panama Canal and Suez Canal rules), together with the difficulty of interpreting these rules, has led the Transit Organisation to prepare draft international regulations and uniform formulæ of measurement which has been submitted to the Governments concerned. It may be anticipated that international agreements will be concluded on this subject.

7. The question of *sea pollution by petroleum oils* was considered by the Transit Organisation at the request of the United Kingdom Government. Such oils, or oily mixtures of them with water, discharged by ships, pollute the water at bathing-resorts, cause a danger of fire in ports, and are harmful to fish and the fishing industry and to bird life. Most of the principal maritime countries have declared their readiness to take part in an international conference to conclude a convention on the subject, on the basis of a draft prepared by the Transit Organisation.

The settlement of this question is of particular urgency, because the number and tonnage of ships carrying oil either as cargo or as fuel is constantly increasing.

### 3. INLAND NAVIGATION

*The Convention on the Regime of Navigable Waterways of International Concern* was concluded at Barcelona in 1921. This Convention embodies the principle of the freedom of navigation on rivers which separate or traverse different States. A number of States are parties to an *Additional Protocol* concluded also at Barcelona and by which they accept certain obligations regarding all their waterways, and not only those of international concern.

Furthermore, *the Convention regarding the Measurement of Vessels employed in Inland Navigation*, and which applies to Europe alone, was concluded in 1925. Three Conventions on certain questions of river law—namely, those on (1) *the unification of certain rules concerning collisions in inland navigation*, (2) *on administrative measures for attesting the right of vessels to a flag*, (3) *and on the registration of vessels, etc.*, were concluded in 1930.

On several occasions, the Transit Organisation has been called upon to examine disputes between States on inland navigation questions with a view to their settlement by conciliation.

#### 4. RAILWAYS

1. *The Convention on the International Regime of Railways*, which was concluded at Geneva in 1923, is a kind of general code of the facilities necessary to make the railways of greater service to international traffic. The Convention represented the first attempt to define the permanent obligations of States in regard to railway transport. It also contained for the first time provisions prohibiting all unfair discrimination in railway tariffs directed against foreign States, their nationals or vessels.

2. *Differences regarding reorganisation of the railways of the former Austro-Hungarian Monarchy*. Under Article 320 of the Treaty of St. Germain and Article 304 of the Treaty of Trianon, any disputes arising between railway companies whose systems are intersected by new frontiers resulting from the Treaties of Peace and the States concerned may be submitted to arbitrators designated by the Council of the League. As a general rule, the Council refers requests or petitions relating to such differences to the Committee for Communications and Transit; the latter appoints a Committee of Experts, which decides whether arbitration should be recommended or not. In numerous cases of disputes examined by the Transit Committee, the conciliatory efforts of the experts appointed by that body have succeeded in bringing about a friendly settlement.

3. *Legal and Administrative Systems on Frontier Sections of Railway Lines and at Junction Stations*. Through the Secretariat and the Permanent Committee for Transport by Rail, a systematic study has been made of the legal and administrative systems of frontier sections of railway-lines and frontier junction stations. The study will undoubtedly facilitate the conclusion of agreements on this matter between States.

## 5. ROAD TRAFFIC

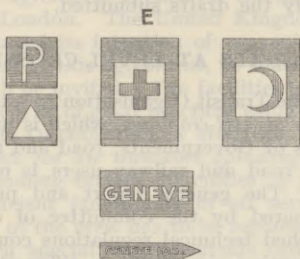
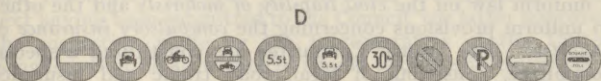
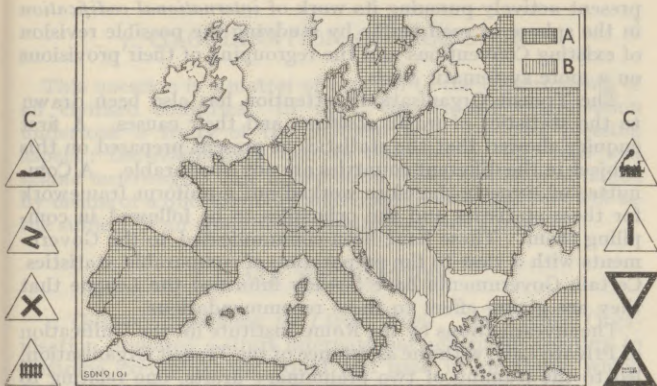
1. Every country is now visited by a growing number of foreign motorists. A *uniform* and readily understandable *system of signalling*, both in towns and on the roads, is therefore becoming increasingly necessary. The Organisation accordingly drew up a system of signals which was codified in a convention concluded in 1931. The signals adopted are in three categories which are distinguished from one another by shape, as follows: danger signals (triangular); signals giving definite instructions (circular); and signals merely providing information (rectangular). It is prescribed that, in signals indicating a prohibition, red must predominate.

2. In virtue of the Convention on the *taxation of foreign motor vehicles* (1931), the signatory States undertake to grant, within a period of one year, exemption for ninety days from taxes or charges imposed on the circulation or possession of motor-cars to motor vehicles registered in the territory of one of the contracting parties and temporarily travelling in the territory of another.

The Transit Organisation has endeavoured to secure the further simplification of the *frontier formalities* with which motorists must comply by recommending the extension of the triptych to categories of motorists who, in certain countries, were formerly debarred from obtaining them. In 1931, an Agreement was, moreover, concluded facilitating the procedure in regard to *undischarged or lost triptychs*.

Recommendations have been adopted by the Committee on Road Traffic and transmitted to Governments on the *simplification of travelling documents*, on the *direction of traffic* and on *light signals*, more especially a three-colour system. Certain new signals not included in the Paris or Geneva Conventions, or complementary elements to existing signals, figure in the recommendations.

A special Committee of the Transit Organisation is at



### CONVENTION ON THE UNIFICATION OF ROAD SIGNALS. (Geneva, 30. III. 31.)

A.—Countries which have ratified or acceded to the Convention. B.—Other countries utilising the system of road signals laid down in the Convention. C.—Danger signals. D.—Signals giving definite instructions. E.—Signals merely providing information.

|||| = red      ≡ = blue



present actively pursuing its work of *international codification* in the sphere of road traffic by studying the possible revision of existing Conventions and the regrouping of their provisions on a more systematic basis.

The Transit Organisation's attention has also been drawn to the statistics of *traffic accidents* and their causes. A first enquiry showed that the statistics at present prepared on this subject in the different countries are not comparable. A Committee of Experts therefore worked out a uniform framework for these statistics and the principles to be followed in compiling them. These have been communicated to the Governments with a view to the preparation of comparable statistics. Certain Governments have already informed the League that they are giving effect to these recommendations.

The investigations by the Rome Institute for the Unification of Private Law, with the assistance of the Transit Organisation, led to the framing of two preliminary drafts, one relating to a uniform law on the *civil liability of motorists* and the other to uniform provisions concerning the *compulsory insurance of motorists*. The Transit Committee has constituted a special committee, consisting of legal, road traffic and insurance experts, to study the drafts submitted.

## 6. SIGNALS AT LEVEL-CROSSINGS

The work of the Transit Organisation to establish a *uniform system of signals at level-crossings*, which is urgently required in the interests of Governments, road and railway administrations and of road and railway users, is now approaching its final stage. The general report and preliminary draft convention prepared by the committee of experts, and to which are attached technical regulations containing detailed provisions concerning signalling at different types of level crossings, will form the basis of discussion at an international conference convened by the Council to meet at Geneva on April 17th, 1939.



## 7. CO-ORDINATION OF TRANSPORT

This question is a matter of concern to the Governments of all civilised countries. In 1935, the Transit Organisation undertook a study of the problem from its most pressing aspect: the *relationship between transport by rail, road and inland waterways*. The information which has been obtained by means of a questionnaire addressed to Governments will be the subject of an analytical examination and a report.

## 8. AIR NAVIGATION

1. *Customs Exemption for Liquid Fuel*. The Transit Organisation prepared a draft international agreement relating to Customs exemption for liquid fuel used in air traffic which was favourably received by European Governments. The text having been submitted to the Council, the latter approved the suggestion made by the representative of the United Kingdom that his Government should take the necessary steps to have such an agreement opened for the signature of European States in London. The United Kingdom Government has since announced its intention of convening a conference for the conclusion of this agreement, to which all States without exception will be invited. The facilities to be granted by this agreement will be of great practical value to air transport.

2. The Transit Organisation is studying the question of *identity documents for air transport operating personnel* with a view to overcoming certain difficulties at present encountered in the efficient functioning of air services, especially when a member of the crew has to be replaced shortly before a flight or when special flights outside ordinary schedules have to be made. Except when special bilateral agreements have been concluded, the operating personnel are usually required to carry passports which have to include visas for certain countries.

## 9. PASSPORT FACILITIES

Since its inception, the Organisation has been endeavouring to reduce passport and inspection formalities at frontiers as much as possible. Considerable progress has been made in the matter of the unification of the type of passport, the abolition of visas and the reduction of fees.

Furthermore, an *agreement with regard to emigrants' transit cards* was concluded in 1929. These cards, which are supplied to shipping companies at cost price and are not subject to taxation or any other dues, enable emigrants to pass through the intervening countries on the way to their port of embarkation without having to apply to the consular authorities for visas.

The third General Conference on Communications and Transit held in 1927 adopted a number of recommendations regarding *identity and travelling papers for persons without nationality* or of doubtful nationality. The majority of countries have acted upon these recommendations and introduced such papers.

## 10. PUBLIC WORKS

In the sphere of public works, the Organisation has, in the first place, given assistance to certain Governments requesting it. Thus, experts have been placed at the disposal of the Polish Government for certain questions of inland navigation; to the Chinese Government with a view to the development of roads and the regulation of certain rivers, particularly in connection with flood protection and irrigation problems, and of the Siamese Government with a view to the improvement of access to the port of Bangkok and the harbour installations.

Furthermore, the Transit Organisation has studied, from the point of view of their capacity to yield a profit, their

international importance and their utility for the campaign against unemployment, various programmes of large-scale public works which have been communicated to it by Governments.

In response to the desire of the Assembly and the Council, the Transit Organisation carried out an enquiry on *national public works*, which included the execution of such works, the methods of financing them, and the economic and social results already obtained or which might be expected. All the replies received were published and circulated to Governments.

The information thus collected has been examined by qualified experts, with a view to drawing from it any conclusions of general interest.

### III. HEALTH

#### A. ORGANISATION

Subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon, the Members of the League . . . . .  
will endeavour to take steps in matters of international concern for the prevention and control of disease. (Art. 23 (f), Covenant.)

The purpose of the Health Organisation is to promote the protection of public health by acting as a central organisation for study and for international co-operation. It does not concern itself with the internal affairs of the various countries unless they expressly ask it to do so. Its mission consists in giving its support to the national Governments and services responsible for the protection of health, in promoting their collaboration and in affording them the necessary technical assistance. Its resources are such as the national Governments and institutions place at its disposal.

The Health Organisation comprises :

(1) A GENERAL ADVISORY HEALTH COUNCIL, whose functions are entrusted to the Permanent Committee of the Office international d'Hygiène publique. It examines and discusses questions laid before it by the Health Committee, and also refers to the latter such questions as it considers deserving of study.

This Council holds an annual assembly, in which all the States represented on the Permanent Committee of the Office international d'Hygiène publique take part. States Members of the League which do not belong to the Office are also invited to send representatives to the annual assembly.



### SOME OF THE ACTIVITIES OF THE HEALTH ORGANISATION OF THE LEAGUE OF NATIONS

*Epidemiological Intelligence-Service :*

A.—Countries in touch with the Geneva Centre. B.—Countries in touch with the Singapore Bureau. C.—Wireless stations which transmit the Singapore Bureau's weekly bulletin. D.—International Leprosy Centre.

*Technical Assistance to Governments :*

E.—In the reorganisation of the public health services. F.—In the campaign against epidemics. G.—In the improvement of popular nutrition.

(2) The HEALTH COMMITTEE, which directs the health work of the League of Nations; it consists of twelve members, and meets four times a year,

(3) A SECRETARIAT, constituted by the Health Section of the League Secretariat :

#### EPIDEMIOLOGICAL, INTELLIGENCE AND PUBLIC HEALTH STATISTICS SERVICE

This service centralises and disseminates information concerning the appearance and spread of infectious diseases. It also publishes demographical statistics and arranges for a rapid exchange of information.

#### EASTERN BUREAU AT SINGAPORE

This Bureau is an advanced post of the Health Organisation for the regions of the East and Far East where the most serious epidemics (plague, cholera, smallpox) are prevalent. Its bulletins are immediately broadcast to the different health services and to ships sailing on the seas of the East.

#### INTERNATIONAL CENTRE FOR RESEARCH ON LEPROSY

The purpose of the International Centre for Research on Leprosy, which was set up at Rio de Janeiro by the Brazilian Government and placed under the auspices of the League of Nations, is to promote international co-operation in the field of research into the prophylactic and curative treatment of leprosy under the auspices of the League of Nations. Foreign experts are called in to collaborate in the work of the Centre.

#### SYSTEM OF LIAISON BETWEEN HEALTH ADMINISTRATIONS

In order to facilitate reciprocal comprehension and comparison of the methods peculiar to each country, the Health Organisation organises interchanges of health personnel and



collective study tours for public health specialists; it gives national administrations facilities for sending their technicians abroad to enlarge their experience and make contact with their foreign colleagues. It has organised international malaria courses in Europe and in the Far East.

#### TECHNICAL COLLABORATION

The Health Organisation places its technical organ at the disposal of the health administrations in connection with any programme of health reorganisation which the Governments wish to apply (Greece, China, Czecho-Slovakia, Bolivia and Liberia).

It has constituted technical commissions for the purpose of giving advice on the methods to be employed and the technical plans to be adopted to solve numerous problems which arise in the sphere of public health.

The chief of these commissions are the following :

Permanent Commission on Biological Standards; Malaria Commission; Advisory Council of the Eastern Bureau at Singapore; Opium Commission; Conference of Directors of Schools and Institutes of Hygiene; Advisory Committee on the Enquiry into the Radiological Treatment of Cancer of the Uterus; Technical Commission on Nutrition; Committee on Housing; Committee on Physical Education; Technical Commission on Pharmacopœie.

### B. WORK

#### CAMPAIGN AGAINST DISEASE

##### INFECTIOUS DISEASES

Infectious diseases are still very prevalent in backward countries, and the increasing rapidity of modern means of communication has destroyed the barrier of distance, so that the presence of an infected vessel in, for instance, an Indian or Chinese port to-day constitutes a danger alike to ports in the Mediterranean and to those in the Gulf of Mexico and may lead to deadly epidemics in those localities. It is essential that, directly cases of infectious disease are notified,

they should be brought by the most rapid possible means to the notice of every public health administration. That is the task of the Eastern Bureau at Singapore, to which 163 ports communicate every week by telegraph a report on their public health situation. No outbreak of plague, of cholera or of smallpox can now occur in any of the ports in a zone extending from the Cape to Vladivostok or from the Red Sea to the Panama Canal without the authorities concerned being duly warned by telegraph.

### SOCIAL DISEASES

In addition to these duties, the Health Organisation co-ordinates on international lines efforts directed against the most prevalent diseases.

Malaria was the first of the social diseases to which the Health Committee directed its attention. While it is impossible to estimate the number of persons suffering from that disease, so widespread in tropical and sub-tropical countries, there is evidence to show that, on an average, 18 million individuals are treated each year, while vast regions have been rendered uninhabitable owing to the malaria-carrying mosquito. Accordingly, as far back as 1923, the Health Organisation attacked this problem—which concerns public health and economics alike—by appointing as members of its Malaria Commission the most eminent experts in the countries concerned. In 1937, the Malaria Commission published a report entitled “The Treatment of Malaria”. This report is the outcome of experiments carried out by the members of the Commission in five different countries in order to make a practical study, by carefully planned methods, of the comparative efficacy of the various anti-malaria drugs.

To take another example: Between 1928 and 1934, the Health Organisation carried out an extensive investigation into the methods of treating syphilis, relating to various hospitals in Germany, the United Kingdom, Denmark, the

United States of America and France, and covering more than 25,000 cases.

Similar efforts have been instituted with a view to combating tuberculosis, cancer<sup>1</sup>, leprosy, sleeping-sickness, rabies, trachoma and diseases of infancy.

## TECHNICAL COLLABORATION WITH GOVERNMENTS

Governments are tending increasingly to apply to the Health Organisation for the study of health problems. The United Kingdom was responsible for the researches on cancer, France for the studies on nutrition, and the Netherlands for the enquiry into infant mortality. Albania, Bolivia, France, Siam and Yugoslavia have asked it for expert advice in the matter of malaria, Bulgaria in the matter of syphilis and Greece in order to stamp out an epidemic of dengue. Spain has asked for its technical assistance in an enquiry into the epidemic situation. Several countries (Bolivia, China, Greece and Czecho-Slovakia) have requested it to study the reorganisation of their health services; Chile has appealed for a solution of problems connected with the nutrition of the population. At the present time (1938), a Commission with mobile units at its disposal is collaborating in the anti-epidemic campaign in China.

## RURAL HYGIENE

While the drop in the rates of mortality and morbidity in the big towns, dating from the second half of last century, may be regarded as a triumph of hygiene and modern sanitary technique, the situation in the rural districts has remained

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<sup>1</sup> As regards cancer, the Health Organisation is particularly studying the relative value of surgery or the use of radium and X-rays in the treatment of this disease. The work was started five years ago, since when a very large number of patients have been treated by both methods. Careful records are kept of each case, and this year the Health Organisation has published a detailed analysis of hundreds of cases showing whether radium or surgery was employed as treatment and the result after five years of observation.

very much what it was a hundred years ago, and the mortality and morbidity rates in those districts have now caught up with, and even in some cases exceeded, the rates obtaining in the towns.

Such an abnormal situation did not escape the notice of the Health Organisation, and the latter, after exhaustive investigation, convened in 1931 a European Conference on rural hygiene which was attended by representatives of twenty-three countries and laid down the guiding principles for the organisation of medical attendance and health services in rural districts.

Technical enquiries have been carried out with the co-operation of various institutes and schools of health, on several questions of great importance for the living conditions of agricultural classes; for instance, rural housing, the anti-fly campaign, milk hygiene, drinking-water, etc. These enquiries, whose social importance is evident, led British India and China to request the Health Organisation to summon a Conference on Rural Hygiene for Eastern countries. This Conference was held in Java in August 1937 and dealt particularly with Housing, Nutrition and the methods of combating in rural districts malaria, plague, hook-worm, tuberculosis, pneumonia, leprosy and mental diseases. The following Governments sent delegations consisting of doctors, engineers, agricultural experts and administrative officers: British North Borneo, Burma, Ceylon, China, Fiji and the Western Pacific, Hong-Kong, India, French Indo-China, Japan, Malaya, Netherlands Indies, Philippine Islands and Siam.

A Conference on Rural Hygiene in Latin-American countries is also to be held in 1939 in Mexico City.

## BIOLOGICAL STANDARDISATION

It is perhaps in the sphere of biological standardisation that the work of the Health Organisation has yielded the most immediate and most tangible results. With the parallel

development of science in the different countries, it often happens that very different standards are established for one and the same medicaments, so that it becomes impossible for research workers to compare the doses administered by themselves with those employed by their colleagues abroad or to benefit by the latter's experience. Several international Conferences convened under the auspices of the Health Organisation have resulted in the adoption of international standards for certain sera, biological products (tuberculin, insulin) and the principal vitamins and hormones; these are entrusted for safe-keeping to an official laboratory, which is responsible, on behalf of the Health Organisation, for the distribution to the various national laboratories of units corresponding to the standard.

### STUDIES ON NUTRITION

After publishing a report on the importance of nutrition for the protection of health, the Health Organisation set up a Committee of Physiologists to define the bases of a rational diet, that is, to state what are the nutritional elements required by the human organism, and in what quantities, to ensure the full development and the optimum maintenance of the body and of the physiological functions. The Commission on Nutrition is at present continuing the methodical execution of a programme of studies on certain points that are still obscure in the science of nutrition and on the nutritional conditions prevailing among certain representative groups of populations (practical surveys of food consumption, the state of nutrition and the state of health).

### STUDIES ON HOUSING

Since 1934, the Health Organisation has been engaged in investigations designed to furnish health administrations with

data for the rational guidance of their efforts to improve the housing of the working-classes.

The studies on housing are also being pursued. After publishing some preliminary material, the Health Organisation entered upon the task of research proper. It drew up a scheme of technical work, which has been undertaken by *ad hoc* national committees in some ten countries. The work is now proceeding; its object is to determine the guiding principles that should govern the hygiene of dwelling-houses and the rational planning of rural districts (water supply, drainage, playing-fields, means of access, etc.).

### PHYSICAL EDUCATION

The Health Committee is engaging in a detailed study of physical education in a number of countries, and, in addition to scientific studies, has urged the formation of National Committees on Physical Fitness.



## IV. INTELLECTUAL CO-OPERATION

### A. ORGANISATION

As soon as the League was founded, efforts were begun for improving the international organisation of intellectual workers. On December 18th, 1920, the first Assembly requested the Council to associate itself as closely as possible with all such efforts. The Assembly had in view the possible setting-up for this purpose of a technical organisation attached to the League.

This organisation now exists in the "Intellectual Co-operation Organisation of the League of Nations", which forms one of the League's four technical organisations, side by side with the Health, Communications and Transit, and Economic and Financial Organisations.

Its constitution received the formal approval of the Assembly on two occasions, in 1926 and 1931.

It is composed as follows :

1. **INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION.** An advisory organ of the Council and the Assembly. It consists of nineteen members appointed by the Council. It directs the work of intellectual co-operation. Between its sessions, an **EXECUTIVE COMMITTEE**, set up in 1930, sees that its decisions are carried out and that the work is progressing satisfactorily.

2. **COMMITTEES OF EXPERTS** to answer special questions. Some of these are permanent, while others exist only for a limited period.

The most important permanent committees are the following :

(1) Permanent Committee on Arts and Letters; (2) Advisory Committee on the Teaching of the Principles and Facts of Intellectual Co-operation; (3) Committee of Scientific Advisers; (4) Committee of Architectural Experts; (5) Directors' Committee of the International Museums Office; (6) Directors' Committee of the Institutes of Archæology and of the History of Art; (7) Committee of Directors of Higher Education; (8) Committee of Library Experts; (9) Committee of Expert Archivists; (10) Publication Committee for the Japanese Collection; (11) Publication Committee for the Ibero-American Collection; (12) Committee on Intellectual Rights; (13) International Commission on Historical Monuments; (14) International Committee for Folk Arts.

Other expert committees are appointed according to the needs of the Organisation, most of the questions referred to above being actually studied by groups of experts.

### 3. The Organisation has three WORKING BODIES :

(a) THE INTELLECTUAL CO-OPERATION SECTION. This is the administrative Secretariat of the International Committee, in its relations with the Council and the Assembly and for official communications with Governments. It is also the channel of communication with the Institutes of Intellectual Co-operation and the Educational Cinematographic Institute, and acts as the Secretariat of the Advisory Committee on the Teaching of the Principles and Facts of Intellectual Co-operation and of the Permanent Committee on Arts and Letters, of which it prepares the work and meetings.

(b) THE INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION (Paris). As an executive organ of the Committee, the Institute carries out its decisions. It prepares for meetings of expert committees, arranges for enquiries that have been ordered, and publishes the results.

The Institute is not divided strictly into departments, but it none the less forms the secretariat of a large number of international centres working under the responsibility of the International Committee—*e.g.*, International Museums Office, University Information Centre, Educational Documentation

Centre, Folk Art, Archæology and History of Art, Exact and Natural Sciences, Literature, Statistics of Intellectual Employment, Intellectual Rights, etc.

4. Forty-four NATIONAL COMMITTEES in the following countries :

Argentine, Australia, Belgium, Bolivia, Brazil, United Kingdom, Bulgaria, Chile, China, Cuba, Czecho-Slovakia, Denmark, Dominican Republic, Ecuador, Egypt, Estonia, Finland, France, Greece, Haiti, Hungary, Iceland, India, Iran, Latvia, Lebanon, Lithuania, Luxemburg, Mexico, Netherlands, Norway, Peru, Poland, Portugal, Roumania, Salvador, Union of South Africa, Spain, Sweden, Switzerland, Syria, United States of America, Uruguay, Yugoslavia. The Catholic Union of International Studies and the Interparliamentary Union have formed Intellectual Co-operation Committees and an Evangelical Intellectual Co-operation Committee of distinguished representatives of the Evangelical and Orthodox Churches is being formed.

These Committees serve as a link between the International Committee on the one hand and the intellectual circles of the different States on the other.

## B. WORK

### CONVERSATIONS — OPEN LETTERS

The Committee on Arts and Letters organises "conversations" between eminent representatives of world thought on questions of direct interest to the future of human culture in existing world conditions.

Conversations have been held so far at Frankfort-on-Main (1932), Madrid (1933), Paris (1933), Venice (1934), Nice (1935), Budapest (1936), Buenos Aires (1936) and Paris (1937), and have had as subjects: Goethe, The Future of Culture, The Future of European Thought, Art and Reality, Art and the State, The Training of Modern Man, The Humanities in Contemporary Life, The Relations between Europe and Latin America, Literature in the Near Future. Each "conversation" is afterwards published by the International Institute of Intellectual Co-operation.

The Permanent Committee on Arts and Letters met at Nice in October 1938 to consider the results of the "Conversations" and the method to be adopted regarding them in the future.

## SCIENTIFIC STUDY OF INTERNATIONAL RELATIONS

The Conference of Higher International Studies serves as a permanent means of co-operation between national institutions devoted to the scientific study of international relations. International liaison between Members of the Conference is effected by an administrative machinery of which the principal elements are: the permanent sessions of the Conference held at regular intervals, the Executive Committee and the administrative services of the International Institute of Intellectual Co-operation.

The annual meetings of the Conference have been held since 1928 successively at Berlin, Copenhagen, Milan, Paris, London and Madrid, and have been devoted to the study of such problems as: The Relations between the State and Economic Life (1932/33), the Collective Organisation of Security (1934/35), Peaceful Change (1936/37), Economic Policies and Peace (1938).

An enquiry is now in progress into certain aspects of the world problem of the growth of mechanisation.

Reports on these enquiries are published by the Institute of Intellectual Co-operation.

## EXACT SCIENCES

On July 9th, 1937, an agreement was concluded with the International Council of Scientific Unions, by which the Council of these Unions is to be henceforth the advisory organ of the Intellectual Co-operation Organisation which, for its part, is to be consulted by the International Council on all questions concerning the organisation of scientific work.

A programme was also drawn up, including the arrangement of "scientific conversations" and the appointment of committees of specialists.

## LIBRARIES AND ARCHIVES

The Organisation set up a Committee of Library Experts, directors of important central or national libraries, and a Committee of Expert Archivists, to study methods of co-ordinating work in this field.

It has thus been possible to issue an "International Guide to Archivists", and a number of volumes concerning libraries, the work of librarians and the social rôle of popular libraries.

## LITERARY QUESTIONS

### IBERO-AMERICAN AND JAPANESE COLLECTIONS

The purpose of the Institute's Ibero-American collection is to make the masterpieces of Latin-America known to Europe through translations. The following works have already been published in this collection: "Chilian Historians", "Diamonds in Brazil", "Bolivar", "Facundo", "America", "Don Casmurro", "Essays" by Hostos, "My Mountains", etc.

A Publication Committee for the Japanese Collection has been formed and the first volume, the "Haïkai" of Bashô and his disciples, was published in 1936.

### "INDEX TRANSLATIONUM"

The Institute began in 1932 to publish an international repertory of translations, covering philosophy, religion, law, social science, education, pure and applied science, history, geography, literature and art. The following fifteen countries are dealt with: Great Britain, Czecho-Slovakia, Denmark,

France, Germany, Hungary, Italy, the Netherlands, Norway, Poland, Roumania, Spain, Sweden, the Union of Soviet Socialist Republics, and the United States of America.

### THE ARTS

The Organisation's work in connection with the arts is carried out by an *International Museums Office* (attached to the Institute of Intellectual Co-operation), an *International Office of Institutes of Archæology and History of Art*, an International Commission on Historical Monuments, and an International Committee for Folk Arts.

The International Museums Office makes its periodical publications, *Museumion* and *Monthly Information*, available to art museums; it holds periodical conferences: Rome (1930), Athens (1931), Madrid (1934), Cairo (1937).

A quarterly review serves to promote the exchange of information and joint investigations by Institutes of Archæology and History of Art.

The International Commission on Historical Monuments drew up an international statute of excavations and archæological discoveries at Cairo in 1937.

The International Committee for Folk Arts organises congresses—Prague (1928), Brussels, Liège and Antwerp (1930)—and has made studies of folk art and workers' leisure and of folk music, which have been published by the Institute.

The Organisation's work on behalf of the arts has led to the adoption of several international agreements, especially on the protection of national artistic and historical possessions; the international statute of excavations and archæological discoveries; international art exhibitions, and the protection of monuments and works of art in times of war or civil disturbances.

### EDUCATION

In the sphere of education, the work of the Organisation consists chiefly in the development of the instruction and education given with a view to imparting a better knowledge



of other countries, of the interdependence of peoples which is a characteristic of the world to-day, and of the necessity for international co-operation which results from that interdependence and which is the work especially of the League of Nations. The Secretariat publishes for this purpose a *Bulletin of League of Nations Teaching (Teaching of the Principles and Facts of International Co-operation)*.

The Organisation is studying the question of broadcasting for schools and the methods employed for the exchange and travel of school pupils and for inter-school correspondence.

Under the auspices of the Institute at Paris, it has set up in more than forty countries Centres of Educational Information and Documentation.

The Institute has published a handbook of National Centres of Educational Information and issues annually a selected educational bibliography.

Another branch of this work is the revision of school textbooks with a view to the exclusion from them of inaccuracies or comments unfavourable to foreign countries. A Declaration on the Teaching of History drawn up by the Committee on Intellectual Co-operation came into force on November 24th, 1937, and is still open for the signature of Governments.

## HIGHER EDUCATION

Under the auspices of a Committee composed of the Directors of Higher Education in a certain number of countries representing the various great university systems of the world, the Institute is publishing a series of volumes on "The Organisation of Higher Education", the first of which has already appeared.

In 1937, in collaboration with the Society for Higher Education in Paris, the Institute organised a Conference of Higher Education which was attended by representatives of all the great universities of the world. The results of this Conference will be published in book form.

Since 1928, the Organisation has arranged for co-operation between the leading international student associations, in order that university exchanges might be facilitated and a common study made of questions of current importance, such as unemployment among intellectuals.

### INTELLECTUAL RIGHTS

The Organisation constantly emphasises the need for adequately safeguarding authors' and inventors' rights. It collaborates in all efforts made for protecting artistic and literary property, and for securing the recognition of journalists' copyright. It is studying the possibility of establishing a universal statute of authors' rights by means of a co-ordination of the Berne and Havana Conventions.

### CINEMATOGRAPH QUESTIONS

In collaboration with the International Educational Cinematographic Institute of Rome, a Convention was concluded in October 1933 with the object of facilitating the international circulation of films of an educational character. This Convention will serve to make known educational films and to facilitate the transport and showing of such films in educational establishments and in cinema halls. The Institute will publish a catalogue of these films and will distribute it to all countries. Under the provisions of the Convention, the Institute at Rome was the executive body. Following the withdrawal of Italy from the League, however, the Institute was closed on December 31st, 1937, the result being the virtual abolition of the 1933 Convention. On the proposal of the Council of the League, the States which had signed or acceded to the Convention met at Geneva from September 10th to 12th, 1938, and adopted a *procès-verbal* entrusting to the Committee on Intellectual Co-operation the executive functions which had devolved on the Rome Institute under the Convention.

## BROADCASTING

The Intellectual Co-operation Organisation has also given attention to the intellectual and educational side of broadcasting, and is studying the question of programmes and their national and international co-ordination, the possibilities of broadcasting as a factor in social and artistic education and its influences in helping peoples to understand one another. An international Convention to ensure the use of broadcasting in the interests of peace was signed in October 1936.

In 1936, the Assembly asked the Intellectual Co-operation Organisation to make a study of modern means of disseminating information in the cause of peace. In 1937 and 1938, with this object, the Organisation called a meeting of experts representing the national broadcasting companies. These experts drew up a plan for the collaboration of the Organisation with the national companies, with a view particularly to the preparation of programmes based on the desire to promote mutual understanding between peoples.

## V. SOCIAL AND HUMANITARIAN WORK

### A. ORGANISATION

Subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon, the Members of the League . . . . .  
. . . . .  
will entrust the League with the general supervision over the execution of agreements with regard to the traffic in women and children. (Art. 23 (c), Covenant.)

Experience has shown that the introduction of certain social reforms on which the physical and moral welfare of the nations depends, and the raising of the standard of living of the populations, can only be brought about by co-operation between the Governments. It was for this reason that certain humanitarian tasks were entrusted by the Covenant to the League; these tasks are being steadily and unremittingly pursued.

The Advisory Commission for the Protection and Welfare of Children and Young People was reconstituted in 1936. The Advisory Commission, which was formerly divided into two Committees—(a) the Traffic in Women and Children Committee and (b) the Child Welfare Committee—has accordingly been replaced by a single Committee known as the *Advisory Committee on Social Questions*.

In the new Advisory Committee on Social Questions, the number of members will be successively increased from fifteen to twenty-five. These members are appointed by Governments which are invited by the Council to nominate their representatives. If necessary, the Advisory Committee may also appoint one or more assessors chosen on personal grounds

on account of their special knowledge of the problem to be dealt with. The important international associations interested in the Committee's work have the right to become corresponding associate members.

The Advisory Committee on Social Questions sits annually. It is mainly concerned with two important questions—the campaign against the traffic in women and children, and child welfare.

In the campaign against the traffic, endeavours are made to induce as many Governments as possible to ratify the conventions for its suppression. The Committee also deals with the abolition of the licensed brothel system (as recommended by the Assembly of 1934 to the Governments of States Members and non-members), the employment of women police, the penalties to be imposed on *souteneurs*, and the suppression of obscene publications.

In the domain of child welfare, the Committee studies every question concerning young people which the Council and Assembly think suitable for international action.

The Committee of Experts on Assistance to Indigent Foreigners and the Execution of Maintenance Obligations abroad consists of experts nominated by twelve Governments. It was set up by a decision of the Council of May 20th, 1931, and began work on December 4th, 1933.

## B. WORK

### TRAFFIC IN WOMEN AND CHILDREN

The League of Nations began its work for the suppression of the traffic in women and children in 1921, when an international Conference was convened to strengthen and extend the Agreements of 1904 and 1910 against the traffic, to which a number of States had acceded before the creation of the League. In 1921, it drew up a Convention for the Suppression

of the Traffic in Women and Children, which was ratified by forty-eight States and signed but not ratified by four others. In October 1933, this Convention was extended by a new Convention providing for penalties for the international traffic in women of full age, even with their consent, for immoral purposes in another country; earlier agreements penalised only the traffic in women under age. Twenty-five States have ratified or definitely acceded to the International Convention of 1933 on the Repression of the Traffic in Women of Full Age, and eleven have signed, but have not so far ratified.

The Council instituted two extensive enquiries with a view to determining the nature and extent of the traffic in different parts of the world. Those enquiries have supplied very useful data for the campaign against the traffic both in the East and in the West.

Following on these investigations, a Conference of Central Authorities of Eastern Countries dealing with the repression of the traffic in women and children was held at Bandoeng (Java) from February 2nd to 13th, 1937. The main object of this Conference was to study the possibility of establishing closer co-operation between the police and other authorities responsible for the application of measures to prevent the traffic in women and children in the East.

The Conference adopted a number of recommendations and resolutions. It suggested the formation of a League Bureau in the Far East for receiving periodical reports on the traffic in women and children from all countries participating in the work and for forwarding them information so received. The Conference also expressed itself in favour of the abolition of brothels as a final objective.

In 1934, the League undertook an enquiry into the rehabilitation of prostitutes, in connection with which two volumes have already appeared. One of these deals with the early lives of prostitutes and the other, on social services and venereal diseases, emphasises the importance of social assist-



ance in the treatment of venereal disease. The investigation will be completed by a study on the prevention of prostitution which will be carried out by the Advisory Committee on Social Questions.

The League of Nations is also engaged in the suppression of obscene publications (a Convention framed by a Conference in 1923 provides for the punishment of offences of this kind) and the reform of penal administration (it is co-operating in this sphere with several technical organisations; the Assembly recommended Governments to apply standard minimum rules for the treatment of prisoners, framed by the International Penal and Penitentiary Commission).

Forty-six States have ratified or definitely acceded to the International Convention of 1923 on the Suppression of the Circulation of and Traffic in Obscene Publications. Nine other States have signed this Convention, but have not yet ratified.

## CHILD WELFARE

Child welfare, systematically organised, is of comparatively recent date.

In studying this problem, it must be borne in mind that fundamental questions of political economy, education and morality are constantly involved. It thus becomes necessary to proceed with caution and, before formulating suggestions or recommendations, to begin by preparing people's minds for a discussion of the various questions.

All the enquiries or studies undertaken by the Advisory Committee are designed to encourage countries to examine the spirit and method that obtain in their treatment of child welfare questions and to introduce amendments, whenever necessary, in their laws and administration.

The Committee considered that it was important that *normal children* should be regarded as the main subject of its enquiry, and that the constructive side of child welfare should be insisted on quite as much as the more limited,

although vital, question of protecting childhood against harmful influences or shameful exploitation.

The Committee also decided to study the main solutions adopted for the general organisation of child welfare, including social assistance, with reference to the part played respectively by the authorities and by charitable organisations. It determined to give priority to the training of social workers.

### 1. AGE OF MARRIAGE AND CONSENT

Ever since it was set up, the Advisory Committee has been carrying out an exhaustive study of all the laws relating to the age of marriage and consent (by consent is meant here, not the consent of third parties to the marriage, but the validity of the individual's consent).

The effects of this study have been appreciable. Several countries have amended their laws so as to raise the age for marriage.

### 2. CINEMATOGRAPH

The Advisory Committee has also carried out a study of all the laws in force in the different countries governing the admission of children to cinema performances.

The Committee observed that the recreative rôle of the cinema is of international importance. It gave attention especially to two points : first, the means of protecting children against harmful films, and, secondly, methods of arranging for special performances of films suitable for young people. The Commission considered that it was of particular importance to educate young people to discriminate between good and bad films.

### 3. ILLEGITIMATE CHILDREN

The Committee has examined the legal status of the illegitimate child in the different countries. A great deal of documentary material has been published on the subject.

This study was supplemented by the examination of certain social measures designed to ensure the protection of the illegitimate child, including, among others, the compulsory guardianship of the child and the latter's position under social insurance laws.

#### 4. NEGLECTED AND DELINQUENT MINORS

The Committee, having undertaken an exhaustive enquiry into the problem of neglected and delinquent minors, adopted several recommendations with a view to assisting Governments and organisations desirous of reconsidering methods applied hitherto and of comparing them with certain general principles. Countries whose methods of dealing with such children conform to the principles laid down in these recommendations will find therein a confirmation of their line of action, while, for those that are revising their system, the recommendations will serve as a general guide in setting up or in developing the desired organisation.

On the subject of the imprisonment of children, the Committee adopted a resolution recommending the abandonment of such imprisonment and replacing it by education and training, which should take the place of repression.

#### 5. THE PLACING OF CHILDREN IN FAMILIES

The study of this question constitutes a new stage in the enquiry into the treatment of neglected and delinquent children. The enquiry was, however, not limited to these categories of children but was extended to the general question of the placing of children in families. A report was published in 1938 in two volumes; the first of these outlined the fundamental historical ideas on the subject, the characteristic features of the different systems and the principles and methods used in organising services for family placing; the second volume was devoted to a detailed examination of systems of placing children in families in the different countries of the world.

## 6. BLIND CHILDREN

The Committee has collected important documentary information on the methods of ascertainment of blind children; amongst these methods are the principle of compulsory declaration and various systems of supervision.

## 7. EFFECTS OF THE ECONOMIC DEPRESSION AND OF UNEMPLOYMENT ON CHILDREN AND YOUNG PEOPLE

The Committee discussed this question, on the recommendation of the International Labour Office, from two different aspects: (*a*) effects of the depression on children of the unemployed; (*b*) effects of unemployment on young workers.

After considering reports received from various sources, the Committee emphasised the three following points as being of chief interest: (1) the unhappy position of young people, not only amongst manual workers, but also in other classes of society; (2) the importance of adapting instruction to the future vocational needs of industrial and agricultural groups with a view to the raising of the school-age; (3) the importance of training young people in the wise employment of their spare time and of imparting to them a feeling of their obligations towards society.

## 8. RETURN TO THEIR HOMES OF CHILDREN AND ADOLESCENTS

The Committee has also considered the solution of problems which can only be dealt with by means of international agreements. For this purpose, it prepared a Model Convention concerning the return to their homes of children and adolescents; the Convention was communicated to all Governments, and has already served as a basis for the conclusion of bilateral and multilateral agreements.

## 9. ASSISTANCE

The Committee has drawn up a preliminary draft Convention on assistance to foreign minors. When this draft was com-

municated in 1928 to Governments, the latter stated that they considered it preferable to regulate the question of assistance to *all* indigent foreigners, including adults and minors. The Council accordingly decided to set up a special temporary Committee of Experts to study the question.

## CHILD WELFARE INFORMATION CENTRE

In 1934, the Assembly decided to establish an Information Centre for questions of child welfare. The Centre collects and classifies information relating to child welfare which has not been printed, while printed information is received and classified by the Library. The two services, working in close collaboration, draw up a detailed bibliography. The Information Centre collects laws promulgated on child welfare in the different countries and publishes them in the official languages of the Secretariat; it also publishes the principal administrative measures.

Making use of the documentation received, the Centre prepares and distributes notes for information on the questions which are of particular interest to the Social Questions Committee. It replies to all requests for information which are addressed to it by Governments, by organisations or by private persons.

## ASSISTANCE TO INDIGENT FOREIGNERS

### EXECUTION OF MAINTENANCE OBLIGATIONS ABROAD

The Committee of Experts set up to study these questions has met three times: in 1933, 1936 and 1938. It drew up a Draft Multilateral Convention on Assistance to Indigent Foreigners with a view to placing them on the same footing as nationals. The Committee regretfully came to the conclusion, however, that an insufficient number of States were prepared to accede to such a convention, and the draft was therefore submitted to Governments by the Council as a model which

might be used by them as a basis for a multilateral convention. As regards the question of the execution of maintenance obligations abroad, the Committee decided not to make a more detailed examination of the problem until such time as it had received information concerning the results of the work of the International Institute for the Unification of Private Law at Rome, to which the question had also been referred.

## PENAL AND PENITENTIARY QUESTIONS

In January 1930, the Council proposed that the Assembly should include in its agenda the question of the improvement of penal administration. In 1934, the Assembly approved a general body of rules for the treatment of prisoners, drawn up by the International Penal and Penitentiary Commission, fixing the minimum in respect of conditions to be observed in the treatment of any person deprived of his liberty. In 1936, the Assembly decided to institute an enquiry into the number of prisoners in the various countries. The results of this enquiry were published in 1938. The report gave, in addition to details regarding the numbers of prisoners in the different countries, information as to the measures adopted in recent years with the object of reducing those numbers. In 1937, the Assembly placed on its agenda the treatment of witnesses and of persons awaiting trial, and the position of aliens released from prison.

In this matter of penal and penitentiary questions, the League of Nations works in close connection with the six following organisations: the Association internationale de droit pénal, the International Bureau for the Unification of Criminal Law, the International Prison Commission, the International Criminal Police Commission, the Howard League for Penal Reform and the International Law Association,



## VI. CAMPAIGN AGAINST NARCOTICS

Subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon, the Members of the League . . . . . will entrust the League with the general supervision over the execution of agreements with regard to . . . the traffic in opium and other dangerous drugs. (Art. 23 (c), Covenant.)

The question of opium and other dangerous drugs has three main aspects : opium for smoking (or prepared opium), essentially an Eastern problem; drugs manufactured by chemical processes from opium and coca leaves; and, lastly, the raw material supplied by countries producing the opium poppy or coca leaves.

Production, manufacture, trade, distribution, stocks are parts of the lawful machinery working throughout the world.

Side by side with the legitimate and supervised trade, there is a vast illicit traffic, encouraged by traffickers and addicts.

By its competent organs, the League assists Governments in the campaign against this traffic.

### A. ORGANISATION

#### I. ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

This Committee, which is composed of twenty-four members and one assessor, represents both the producing or manufacturing countries and the consuming countries. It helps the Council of the League to exercise general supervision over the

agreements regarding opium and other dangerous drugs. These Agreements or Conventions are at present five in number. They are amongst those Conventions of the League which have been most generally ratified and are most generally applied. In the performance of its functions, the Advisory Committee examines the annual reports of Governments on the application of the various Agreements and Conventions in force and on the application of national legislation, as also on the reports with regard to illicit transactions and seizures. In the light of this information, as well as of its own studies and enquiries, the Committee suggests steps to be taken. It further undertakes the work of preparation for conferences and new Conventions for the purpose of regulating particular aspects of the traffic in opium and other dangerous drugs in such a way as to strengthen the general body of measures limiting the use of drugs to the medical, scientific and legitimate purposes of the world, thus preventing illegal production, clandestine manufacture, illicit traffic and the development of drug addiction.

## 2. PERMANENT CENTRAL OPIUM BOARD

The Board set up by the Opium Convention signed at Geneva on February 19th, 1925, is composed of eight experts, who are independent of their Governments and who, by their technical qualifications, impartiality and independence, inspire universal confidence. It keeps a constant watch on the movement of the international drug market. If information it receives leads it to conclude that any country is accumulating excessive quantities of a substance covered by the Convention and is thus likely to become a centre of illicit traffic, the Committee has the right to ask the country, through the Secretary-General, for explanations and, if necessary, to recommend the Council of the League to apply certain sanctions (Articles 24 and 26 of the Opium Convention signed at Geneva on February 19th, 1925).

Further, under Article 14 of the Convention for the Limitation of the Manufacture and Regulation of the Distribution of Narcotic Drugs, signed at Geneva on July 13th, 1931, if the Central Board finds from the statistical information which it receives under the two Conventions of 1925 and 1931 that the consumption, manufacture, quantities transformed, imports or exports, or quantities employed in the manufacture of preparations which are not subject to supervision, exceed the limits laid down on the basis of the estimates for which Article 5 of the 1931 Convention provides, the Board has the right to call for explanations from the countries concerned, in accordance with the procedure provided in paragraphs 2 to 7 of Article 24 of the Geneva Convention of 1925.

### 3. SUPERVISORY BODY

The Supervisory Body was set up under Article 5, paragraph 6, of the 1931 Convention for the Limitation of the Manufacture and Regulation of the Distribution of Narcotic Drugs. It is composed of four members appointed respectively by the Advisory Committee on Traffic in Opium and Other Dangerous Drugs, the Permanent Central Board, the Health Committee of the League of Nations and the Office international d'Hygiène publique in Paris. Its object is to examine the estimates of the narcotic requirements supplied by Governments and to draw up such estimates itself, as far as possible, for the countries or territories in whose case estimates have not been submitted.

The Supervisory Body thus constitutes the basis of all national or international supervision, inasmuch as it draws up and publishes every year before November 1st<sup>1</sup> a statement

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<sup>1</sup> A *Procès-Verbal* to extend the latest date of issue of the annual statement drawn up by the Supervisory Body to December 1st was signed at Geneva on June 26th, 1936. This *Procès-Verbal* will come into force when the sixty-three parties to the 1931 Convention have signed it.

containing estimates of the requirements of each country or territory, showing the licit amounts of consumption and manufacture throughout the world for the following year. It also deals, in accordance with the procedure laid down by the Convention, with any supplementary estimates submitted to the Permanent Central Board by Governments in the course of the year, and, if necessary, draws up supplementary statements.

## B. WORK

### PREPARED OPIUM

The habit of smoking opium persists licitly or illicitly in the territory or colonies of the following twelve countries: China, the United States (Philippines, where opium for smoking is entirely prohibited), France (Indo-Chinese Union and Kwangchow Wan), United Kingdom (Brunei, North Borneo, Ceylon, Straits Settlements, Federated and Unfederated Malay States, Hong-Kong, Sarawak), India, Burma, Iran, Iraq, Japan (Formosa, Leased Territory of Kwantung), Netherlands (Netherlands Indies), Portugal (Macao), Siam.

There are three international instruments dealing with this question :

### THE INTERNATIONAL OPIUM CONVENTION

Signed at The Hague on January 23rd, 1912 (fifty-nine ratifications and accessions), this Convention makes it incumbent on the contracting parties to take measures for the gradual and effective suppression of the manufacture of, internal trade in and use of prepared opium within the limits of the conditions peculiar to each country. Countries which do not immediately prohibit the import and export of prepared

opium must undertake to adopt a series of very strict measures of supervision over imports and exports.

A special chapter of the Convention imposes on Powers having treaties with China special collaboration with the latter (prohibition of the export to China of raw and prepared opium, etc.)

## THE GENEVA AGREEMENT

The Geneva Agreement of February 11th, 1925 (seven ratifications), provides that the retail sale, import, sale and distribution of prepared opium shall constitute a State monopoly.

In the Protocol to this Agreement, the parties undertake gradually and completely to suppress the habit of opium-smoking, provided the countries which cultivate the poppy have ensured the effective execution of the provisions necessary to prevent the export of raw opium from their territory from constituting a serious obstacle to the reduction of consumption in the countries in which the use of prepared opium is still temporarily authorised.

## COMMISSION OF ENQUIRY IN THE FAR EAST

In a memorandum communicated to the League of Nations on August 1st, 1928, the United Kingdom noted that efforts to suppress the smuggling of opium in territories in the Far East had failed and that the chances of the gradual and complete suppression of the use of prepared opium were extremely remote. In consequence of this memorandum, the League of Nations sent (1930) a Commission appointed to report on the situation in the Far East and to suggest measures that the Governments concerned should adopt in the circumstances.

## THE BANGKOK AGREEMENT

The Agreement of Bangkok of November 27th, 1931 (seven ratifications), institutes an obligation to establish a complete monopoly for the retail sale of prepared opium.

## MANUFACTURED DRUGS

The principal manufacturing countries are the following : the United Kingdom, France, Germany, Japan, the Netherlands, Switzerland, the U.S.S.R. and the United States of America.

The international instruments dealing with this question, and the organs specially concerned, are as follows :

The *Hague Convention* of 1912 (fifty-nine ratifications or accessions) makes it incumbent upon the contracting parties to enact laws on pharmacy such as to restrict the manufacture, sale and use of manufactured drugs (medicinal opium, morphine, cocaine, etc.) to legitimate medical requirements. It calls upon States to supervise persons engaged in the manufacture, import, export, sale and distribution of drugs and recommends that drugs should be exported only to persons in possession of permits in conformity with the laws of the importing country.

The *Geneva Convention*, signed on February 19th, 1925 (fifty-four ratifications or accessions), strengthens the measures laid down in the 1912 Convention, more particularly by making them compulsory. Further, for international trade, it institutes the system of import certificates and export permits. Under this system, if a dealer in narcotic drugs wishes to import drugs, he is bound first to obtain from his Government a certificate specifying that such import is approved by the



Government and that it is required for exclusively medical or scientific purposes in the case of manufactured drugs. The Government of the exporting country in its turn authorises export only when an import certificate has been presented by the exporter. The system is at present applied to the legitimate traffic in drugs on a practically universal scale.

*Permanent Central Board.* A further element of supervision is provided by the Geneva Convention in the form of an obligation devolving upon Governments to furnish each year quarterly or annual statistics to an *ad hoc* body, the Permanent Central Board. The Board, consisting of eight independent persons, is enabled by means of these statistical data to exercise constant supervision over the movement of the international market. If the data at its disposal lead it to conclude that a country is accumulating unduly large quantities of a substance covered by the Convention, it can ask the country in question for explanations through the Secretary-General of the League. If the explanations are not satisfactory, the Board may recommend to the Council the application of certain sanctions.

*Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs.* This Convention was signed at Geneva on July 13th, 1931 (sixty-three ratifications or accessions). Despite the improvements introduced by the Geneva Convention, experience has shown the necessity for a direct quantitative limitation of the manufacture of narcotic drugs and a still stricter regulation of distribution. It also appeared indispensable to apply the Convention to all derivatives of opium and coca leaves capable of constituting a danger for the future. The 1931 Convention ensures this direct quantitative limitation by the system of estimates. Each Government is required to furnish, one year in advance, estimates of the quantities necessary for

its medical and scientific requirements. These estimates limit the quantities of the drug available in a country, whether manufactured in that country or imported.

## SUPERVISORY BODY

The estimates are examined by the Supervisory Body. The latter can thus fix in advance for one year the world programme of narcotic drugs (manufacture and international trade). The programme is fixed and published annually in a statement containing estimates for all the countries (the estimates being furnished by Governments or, in the absence of data from the country concerned, being established by the Supervisory Body itself). The document in question covers all the territories in the world, and constitutes for all the parties to the Convention a legal obligation to keep within the limits of the estimates laid down. This system is the only genuinely universal piece of international machinery created by the League of Nations up to the present. Manufacture and distribution are supervised by strict national administrative systems. The *Permanent Central Opium Board* is responsible for ensuring that the manufacture, imports, etc., in each country do not exceed the estimates established by the Supervisory Body.

## RAW MATERIALS

The signatories of the Geneva Convention of 1925 declared, in the Preamble to the Convention, their conviction that the contraband trade in and abuse of narcotics could not be effectually suppressed, except by bringing about an effective limitation of the production of the raw materials (raw opium and coca leaves) and the manufacture of the drugs. In 1930, the Commission of Enquiry into the control of opium-smoking in the Far East laid even greater stress on the need

for the limitation of the cultivation of the opium poppy and declared that, as long as poppy cultivation was not under control, there would always be illicit traffic in opium. It was of opinion that steps should be taken to secure international co-operation for the gradual limitation and control of poppy cultivation. The Bangkok Conference in 1931 was of the same opinion. The Council and Assembly of the League of Nations have expressed similar views on several occasions and have instructed the Advisory Committee to undertake the necessary preparatory work.

The principal countries producers of raw materials in the world are as follows :

Opium poppy : Afghanistan, Bulgaria, China, India, Iran, Japan (including Korea), Turkey, the U.S.S.R. and Yugoslavia.

Coca leaves : Bolivia, Japan (Formosa), Netherlands (Netherlands Indies) and Peru.

In many countries, these raw materials are consumed in a raw or prepared form (opium being eaten in certain Asiatic countries and coca leaves chewed in certain South American countries, while Indian hemp is consumed in different parts of Asia and Africa).

The existing Conventions regulate imports and exports of all raw materials (raw opium, coca leaves, Indian hemp) by means of the import certificate system mentioned above. Enquiries have been carried out in certain producing countries, more particularly in Iran, and the possibilities have been investigated of substituting crops in order to limit the production of the opium poppy.

The 1936 Assembly, having agreed for the time being to dissociate from each other, for practical reasons, the problems of the opium poppy and the coca leaf, recommended that the studies and preparatory work be continued with a view to convening at as early a date as possible a conference for the limitation of the production of the opium poppy.

At its twenty-second session (May to June, 1937), the Advisory Committee formed itself into a special committee for the execution of the preparatory work for the Conference. At its twenty-third session (May-June 1938), after taking note of the studies made and the documentary material collected by the Secretariat, the Committee laid down and discussed in detail the essential principles which might be used as a basis for a future convention resulting from a conference to examine the possibility of limiting and controlling the cultivation of the opium poppy, and of controlling the production of other raw materials for the manufacture of opium alkaloids.

A new factor has to be taken into account in the already very complicated problem of raw materials—the recent discovery in Hungary (in about 1932) of a process for the extraction of morphine from poppy straw, which has hitherto been a purely waste product of agriculture. Morphine can henceforward be extracted from the straw of the poppy of such a quality as to be able to compete on favourable terms with morphine derived from opium.

The Advisory Committee's report to the Council on the work done at its twenty-third session in preparation for the future conference was communicated to Governments for their observations. The Secretariat has been instructed to prepare for the next session of the Committee, taking into account the replies received from Governments, a draft of the principal articles suitable for inclusion in the proposed convention.

## REPRESSION OF THE ILLICIT TRAFFIC

Despite an effective control of manufacture and legitimate trade and despite the much stricter supervision on the part of the authorities, the illicit traffic has not diminished and is aided considerably by clandestine manufacture in a growing number of countries in the East and West.

The League is redoubling its efforts to establish a systematic organisation of the campaign against these two evils. As matters stand, under Article 23 of the 1931 Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, the contracting parties are bound to communicate to each other through the Secretary-General, as soon as possible, particulars of important cases of illicit traffic. This information is carefully studied by a Sub-Committee set up by the Advisory Committee on the Traffic in Opium and called the Seizures Sub-Committee. Furthermore, in order to make the campaign against the illicit traffic more effective, a special Convention for the suppression of this traffic was concluded at Geneva on June 26th, 1936. The parties undertake to punish illicit acts severely and to enact a number of measures to prevent offenders from escaping prosecution for technical reasons.

Up to the present, the Secretary-General has received nine ratifications. The Convention will come into force ninety days after the Secretary-General has received the ratifications or accessions of ten States Members or non-members of the League.

## VII. REFUGEE RELIEF WORK

The League's refugee work was begun in 1920, and was actively carried on from the outset thanks to the devotion of Dr. Fridtjof Nansen, who undertook the duties of High Commissioner. Subsequently, when the High Commissioner's energy had succeeded in reducing the size of the problem, the Administration was reformed and the work of assistance to certain classes of refugees entrusted to a separate organisation, that of the "Nansen International Office for Refugees", which dealt with Russians, Assyrians, Armenians, Assyro-Chaldeans and those from the Saar. The assistance given included the establishment of a provisional legal status for refugees by means of the Nansen certificate until such time as they are in a position to acquire regular and definitive nationality. The Office also arranged for the transport and the settlement of refugees in countries whose economic conditions are best fitted for their requirements, and assisted refugees incapable of work.

In 1933, the League was asked to help refugees from Germany, both Jewish and others. The Council appointed a High Commissioner, but he had no administrative connection with the Secretariat. The High Commissariat, whose office was in London, continued working till December 31st, 1935. At the sixteenth session of the Assembly, in September 1935, the Norwegian Government made a proposal for a general rearrangement of refugee work. This proposal led to a decision of the Assembly to set up a Special Committee to consider the general question of refugees of all classes, to draw conclusions and to make practical suggestions, having regard to the closing of the Nansen International Office and to the fact that



the High Commissariat for German Refugees was also ceasing to operate. In accordance with the findings of this Committee, which was called the Committee on International Assistance to Refugees, the Council, in January 1936, and the Assembly, at its seventeenth session, adopted certain new provisions :

As regards the Nansen Office, M. Hansson (Norway) was elected President of the Governing Body provisionally. The Assembly, at its seventeenth ordinary session, confirmed this appointment for a period of two years—that is, until the final liquidation of the Office at the end of 1938.

As regards refugees coming from Germany, a High Commissioner of the League, Sir Neill Malcolm (British) was appointed by the 1936 Assembly and confirmed in his office for a period of two years. At his suggestion, in July 1936 an Inter-Governmental Conference prepared a "Provisional Arrangement" concerning the legal status of this class of refugees. This Arrangement was put into effect by the United Kingdom, Belgium, Denmark, France, Norway, Spain and Switzerland. The High Commissioner, by arrangement with the Secretary-General of the League, later submitted to Governments a first draft of a Convention concerning the status of refugees coming from Germany.

A Conference which met at Geneva on February 10th, 1938, concluded a Convention dealing, among other questions relating to refugees, with the right of sojourn and residence, the issue and renewal of travel documents, administrative measures, legal standing, labour conditions, education, professional training with a view to emigration, taxation, etc. For the purposes of the Convention, the term "refugees coming from Germany" is deemed to apply to :

(1) Persons possessing or having possessed German nationality and not possessing any other nationality who are proved not to enjoy, in law or in fact, the protection of the German Government;

(2) Stateless persons not covered by previous Conventions or Agreements who have left German territory after being established therein and who are proved not to enjoy, in law or in fact, the protection of the German Government.

This Convention, which replaces the Provisional Arrangement of July 4th, 1936, does not, however, affect the operation of that Arrangement as regards parties thereto who are not parties to the new Convention. It came into force on October 26th, 1938.

The Assembly, at its eighteenth ordinary session, was called upon to take a decision concerning the continuation of international assistance to refugees after December 31st, 1938, on which date the Nansen International Office was to cease its activities. No agreement having been reached, the Assembly requested the Council to draw up before the nineteenth session of the Assembly (1938) a plan for international assistance to refugees. When the Assembly met in September 1938, it adopted a plan for the League's future work of assistance to refugees.

The Assembly decided to appoint a new *High Commissioner*<sup>1</sup> to deal with refugees hitherto coming under the Nansen Office and the Office of the High Commissioner for Refugees coming from Germany and from the former territory of Austria. (In January 1939, the Council extended the powers of the High Commissioner to refugees coming from territories ceded in 1938 by Czecho-Slovakia to Germany.) The Assembly specified that the appointment was a new one, entirely independent of the institutions whose activities were to cease at the end of 1938. The High Commissioner's duties are as follows: (a) to provide for the political and legal protection of refugees; (b) to superintend the entry into force and the application of the legal status of refugees; (c) to facilitate the co-ordination of humanitarian assistance; (d) to assist the Governments and private organisations in their efforts to promote emigration and permanent settlement.

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<sup>1</sup>Sir Herbert EMERSON was appointed High Commissioner of the League of Nations for Refugees, for a period of five years as from January 1st, 1939. His headquarters are in London. He appointed as Deputy High Commissioner Dr. Gustave KULLMANN, a former member of the League of Nations Secretariat.

The High Commissioner is requested to keep in close touch with the Governments concerned and to maintain relations with the Inter-Governmental Committee in London set up in July 1938 by a Conference which met at Evian to examine questions concerning refugees coming from Germany. He is also to establish contact with private organisations dealing with refugee questions. The High Commissioner may accept funds from Governments or private sources; he may not himself directly provide assistance to refugees, but is to allot the funds at his disposal among such organisations as he may consider best qualified to administer assistance to refugees.

## VIII. SLAVERY

Subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon, the Members of the League . . . . . undertake to secure just treatment of the native inhabitants of territories under their control. (Art. 23 (b), Covenant.)

On December 31st, 1938, forty-three States were parties to the International Convention for the Suppression of Slavery approved by the Assembly on September 25th, 1926. That Convention was the outcome of the studies of the temporary Commission of Experts which sat in 1924-25.

The object of the 1926 Convention is to suppress the slave trade and to assure as soon as possible the abolition of slavery in all its forms. (Article 2 of the Convention.)

A Committee of Experts, constituted at the request of the Assembly, re-examined the situation in 1932. It found that slave-raiding in the form of big organised operations had entirely disappeared, but that individual or collective captures of free men still occurred in certain inadequately administered areas. There were still slave markets in certain States, and the Committee considered that the slave trade should first be suppressed. The Committee further noted that there were still certain forms of social status in Africa under which human beings were not in enjoyment of full civil freedom.

In accordance with a suggestion by the Committee, the Assembly (1932) constituted an Advisory Committee, which began to act in January 1934. The Committee consists of six members selected because of their special knowledge of the question of slavery.

The Committee's reports deal with the following questions : slave raids, slave trade and captured slaves; born slaves and other institutions (pawning, peonage and debt slavery, the Mui-tsai or Pei-nu system, quasi adoption of children and serfdom). The League Council, which had examined four reports by the Committee since 1934, came to the conclusion, in 1938, on the basis of information supplied by the Committee, that slavery and the slave trade were approaching extinction and that continual progress was being made in the solution of the other problems.

The parties to the 1926 Convention also undertook, Article 5, to take all necessary steps to repress compulsory or forced labour analogous to slavery. By its decision of the same date, the Assembly instructed the International Labour Office to study the question of forced labour.

## IX. TECHNICAL CO-OPERATION OF THE LEAGUE WITH THE CHINESE GOVERNMENT

At the request of the Chinese Government, the Technical Organisations of the League have, since 1931, been lending a hand in the economic reconstruction of China. The movement was inaugurated by the Health Organisation in 1930, and in May of the following year the various other Technical Organisations began to participate in the work. Close connection was first established between them and the Chinese Government by sending various directors of Sections of the Secretariat to China.

In July 1933, the Council set up a special Council Committee to maintain and co-ordinate this connection, and appointed Dr. RAJCHMAN, Director of the Health Section, to go to China as the Council's Technical Agent with the Chinese National Economic Council. Dr. Rajchman's period of duty terminated in August 1934, but, to ensure that this co-operation should continue, the late M. Robert HAAS (Director of the Communications and Transit Section and Secretary of the Council Committee), who, in the course of his previous visits to that country, had acquired valuable experience which made him particularly suited to the task, was sent to China for a short period.

The co-operation is exclusively technical in character. The competent organisations of the League have given their assistance in the reconstruction work by supplying China with qualified persons who, in some cases, report to the Chinese Government on definite technical problems, and undertake



short tours of investigation for the purpose. An actual request has always been received from the Chinese Government before any such mission has been undertaken.

The work of the Health Organisation has been to help in developing the Central Field Health Station, and in the sanitation and veterinary work done in certain provinces of the interior. The Communications and Transit Organisation devoted its attention to the road construction and water conservancy being carried out by the Chinese National Economic Council. The Economic Organisation has appointed experts to help in solving certain agricultural and agrarian problems and to deal with the improvement of silkworm cultivation. The Intellectual Co-operation Organisation sent delegates to China in 1931 to make a report on education as a whole. The Organisation intends to render assistance to the Intellectual Employment Bureaux which the Chinese Government has decided to set up in Nanking and in the West, for the purpose of better adapting the technical training of Chinese students in Europe and the United States of America to the present requirements of economic reconstruction in China.

The Technical Agent, in his report submitted in May 1934, pointed out that, apart from certain specialised branches of employment, the number of Chinese citizens fitted for participation in the economic reconstruction of their country was steadily growing. To hasten this progress, the Technical Organisations of the League are giving their assistance to enable the Chinese authorities more easily to benefit by the experience of administrations and institutions in other countries.

The report of the Secretary of the Council Committee in May 1935 also sums up the results attained and once again declares that the purpose of the League's technical co-operation with China is to help to train, or complete the training of, a body of Chinese experts, and to enable specialists in the Chinese Administration to benefit by the experience of foreign countries.

Since the middle of 1936, the Chinese Government has paid special attention to the question of completing the training of Chinese experts, and several missions for the study of subjects in which they are interested professionally have accordingly been organised at the League's expense for various Chinese officials. It is proposed to extend this form of co-operation later.

In the autumn of 1937, the Chinese Government appealed to the League of Nations for assistance in the organisation of the anti-epidemic campaign which it was found necessary to intensify on account of the Sino-Japanese dispute. Three medical units were organised under the leadership of Médecin Inspecteur général Lasnet (French), Professor Mooser (Swiss), and Dr. Robertson (British). At the same time, medical stores of the more urgent character, such as drugs, laboratory equipment for hospitals and motor vehicles, were despatched to China. The units were intended to collaborate with the Chinese health authorities, who put the necessary local staff at their disposal. Work was started at the beginning of 1938 and was continued in this form until the end of February 1939. From that moment, at the request of the Chinese Government, modifications were made in the organisation for combating epidemics, in order to adapt it to new circumstances. The League of Nations mission during 1938 paid particular attention to preventive measures against typhus and smallpox. It had to cope with serious epidemics of malaria and cholera, the spread of which was promoted by the wide movements of populations fleeing from the invaded provinces.

PART VI

ACTIVITIES RELATED  
TO THE LEAGUE

Since the middle of 1925, the Chinese Government has paid special attention to the question of completing the training of Chinese experts, and several missions for the study of subjects in which they are interested professionally have accordingly been organized at the League's expense for various Chinese officials. It is proposed to extend this form of co-operation later.

In the autumn of 1927, the Chinese Government appealed to the League of Nations for assistance in the organization of the anti-typhoid campaign which it was found necessary to undertake on account of the Sino-Japanese War. Three medical units were organized under the leadership of Medical Inspector general Lasser (French), Professor McCor (British), and Dr. Robertson (Scottish). The same time, medical stores of the most urgent character, such as drugs, laboratory apparatus, and disinfectants, were dispatched to China. The units were organized in collaboration with the Chinese health authorities. The first unit left for the Yangtze valley in the autumn of 1927 and was continued in this form until the end of February 1929. From that moment, at the request of the Chinese Government, modifications were made in the organization of the anti-typhoid campaign, in order to adapt it to new circumstances. The League of Nations mission during 1928 paid particular attention to the entire campaign against typhoid and cholera. It had to cope with serious epidemics of cholera and cholera, the spread of which was produced by the wide movement of populations fleeing from the front of

## I. INTERNATIONAL BUREAUX

There shall be placed under the direction of the League all international bureaux already established by general treaties, if the parties to such treaties consent. All such international bureaux and all commissions for the regulation of matters of international interest hereafter constituted shall be placed under the direction of the League. (Art. 24, para. 1, Covenant.)

The Council may include as part of the expenses of the Secretariat the expenses of any bureau or commission which is placed under the direction of the League. (Art. 24, para. 3, Covenant.)

Five international bureaux are at present placed under the direction of the League of Nations in virtue of this article. They are the International Commission for Air Navigation, the International Hydrographic Bureau, the Central International Office for the Control of the Liquor Traffic in Africa, the International Bureau for Information and Enquiries regarding Relief to Foreigners, and the International Exhibitions Bureau. These bureaux are in continuous touch with the International Bureaux Section or with the Technical Section of the Secretariat with which they are specially concerned.

Further, under a decision of the Council of June 27th, 1921, the International Bureaux Section has the special function of acting as a centre of documentation in relation to private international organisations through the medium of the *Handbook of International Organisations*, which contains information as to the constitution and aims of the different organisations, and the *Bulletin of Information on the Work of International Organisations*, which publishes accounts of international conferences and congresses.

## II. THE RED CROSS

The Members of the League agree to encourage and promote the establishment and co-operation of duly

authorised voluntary national Red Cross organisations having as purposes the improvement of health, the prevention of disease and the mitigation of suffering throughout the world. (Art. 25, Covenant.)

The National Red Cross Societies, the International Red Cross Committee (122, rue de Lausanne, Geneva) and the League of Red Cross Societies (12, rue Newton, Paris) constitute the International Red Cross.

### III. THE INTERNATIONAL RELIEF UNION

The Union is constituted by an international Convention (in autumn 1935 there were thirty contracting States), and its object is to render first aid to populations that have suffered from some natural calamity (*e.g.*, flood or earthquake) of such gravity that it cannot be dealt with solely by the resources of the country concerned. In such cases, the Union affords the machinery and resources for co-ordinating whatever international assistance may be forthcoming. Every State Member of the Union contributes to the formation of an initial fund at the rate of 700 Swiss francs for each unit of its annual contribution to the League (the number of units ranges from 1 to 105). The Union is also authorised to receive private and voluntary contributions. States may be represented in the Union by their national Red Cross. The organs of the Union are a General Council and an Executive Committee (appointed by the General Council) which reports annually on its activities to the Secretary-General of the League. The Union has its seat at the seat of the League of Nations—*viz.*, 122, rue de Lausanne, Geneva. The Convention came into force on September 28th, 1932. The central and permanent service of the Union is provided for jointly by the International Red Cross Committee and the League of Red Cross Societies.



PART VII

RELATIONS WITH THE OUTSIDE  
WORLD

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The National Red Cross Societies, the International Red Cross Committee (122, rue de Lancy, Geneva) and the League of Red Cross Societies (12, rue Newton, Paris) constitute the International Red Cross.

### III. THE INTERNATIONAL RELIEF UNION

The Union is constituted by the International Convention (in London 1935 those were thirty contracting States), and is authorized to carry out relief operations in any area affected by natural or man-made calamities. It is authorized of such gravity that it may be carried out by the Government of the country concerned. In such cases the Union affords the machinery and assistance for co-ordinating whatever international assistance may be forthcoming. Every State Member of the Union contributes to the formation of an initial fund at the rate of 250 Swiss francs for each unit of its annual contribution to the League (the number of units ranges from 1 to 100). The Union is also authorized to receive private and voluntary contributions. States may be represented in the Union by their national Red Cross. The organs of the Union are a General Council and an Executive Committee (appointed by the General Council) which reports annually on its activities to the Secretary-General of the League. The Union has its seat at the seat of the League of Nations—viz., 122, rue de Lancy, Geneva. The Convention came into force on September 28th, 1937. The central and permanent services of the Union is provided for jointly by the International Red Cross Committee and the League of Red Cross Societies.

## I. PUBLICITY

The High Contracting Parties, in order to promote international co-operation and to achieve international peace and security . . . . .

by the prescription of open, just and honourable relations between nations agree to this Covenant of the League of Nations. (Preamble, Covenant.)

Effect has been given to this portion of the preamble by ensuring the maximum of publicity for the conduct of League affairs, in order to enable public opinion to exercise its influence as a controlling force. The prime importance of public opinion in making the League function successfully has been emphasised repeatedly in the Assembly and Council of the League.

The maximum of publicity in the League is ensured by :

(1) The meeting in public, as far as possible, of the Council, Assembly and committees and conferences of the League;

(2) The publication of the Minutes of League meetings and of all League reports and other documents (the chief accounts of League proceedings are reprinted in the *Official Journal*, which appears monthly);

(3) The publication of an annual report by the Secretary-General on the work accomplished by the League in the preceding year;

(4) The obligation to register all treaties with the Secretariat (Article 18 of the Covenant), and the publication of all such treaties (see page 95);

(5) The collection and publication, by various sections of the Secretariat, of international data in periodicals, such as the *Armaments Year-Book*, the *Statistical Year-Book of the Trade in Arms and Ammunition*, *Bulletin of Information on the Work of International Organisations*, *Bulletin of the Health Organisation*, *Epidemiological Report*, *Bulletin of League of Nations Teaching*, *Weekly Epidemiological Record*, *Treaty Series*, and in a number of special memoranda on particular subjects;

(6) The publication by the Economic Intelligence Service, which is attached to the Financial Section, of the following studies, all appearing in the course of the year :

(a) Statistical documents, such as the *League of Nations Statistical Year-Book*, the *Monthly Bulletin of Statistics* and *International Trade Statistics*;

(b) A series of studies dealing with the following aspects of the world economic situation : production, trade, balances of payments and commercial banks;

(7) The publications of the Information Section (see page 312);

(8) The wide facilities given to the Press.

In 1932, the Assembly considered the problem of the diffusion of false news calculated to disturb international peace and the good understanding between nations. It took occasion to emphasise once more the attitude of the League towards the question of publicity in the following terms :

The Assembly,

Advocates the fullest possible publicity for League meetings;

Commends to the sympathetic consideration of the Chairmen of all Committees of the League of Nations the earlier and more complete distribution of documents;

Desires that the Secretariat should continue to devote its attention to the development, by all the means at its disposal, of the swift supply to the Press of the fullest possible information concerning the work of the League of Nations.

The League's printing bill in 1938 amounted to 806,046 Swiss francs. League publications, which appear, as a rule, in English and French, are supplied free, but in limited numbers, to the Member Governments, to the Press, and to various private institutions and persons who are active in making the work of the League known to the public.

## II. THE SALES DEPARTMENT. CATALOGUES

The League Secretariat has a special Sales Department for its publications, with agents in almost every country in the world. In 1938, the Sales Department sold League publications to the value of 279,764 Swiss francs. It publishes and keeps up to date a catalogue of League publications, which is sent, on application, by the Publications Department of the Secretariat.

The Secretariat Library also issues a brief guide to League publications, which is sent on demand.

## III. THE PRESS

One hundred and seventeen journalists<sup>1</sup> of twenty-six different countries were permanently accredited to the League in

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<sup>1</sup> No one will be admitted as a journalist to premises made available for the Press by the League of Nations unless he has been duly accredited to the Information Section of the Secretariat.

An applicant for a Press Card must be duly accredited by the Director or Chief Editor of a Press agency or daily newspaper, who *ipso facto* guarantees that his representative will observe these rules. Press Cards may, in exceptional cases, be granted to journalists representing important periodicals.

To accredit a representative to the League, Directors or Chief Editors of Press agencies and newspapers must inform the Information Section of the name of their representative, and state definitely what are to be his duties.

The letter of application must reach the Information Section of the Secretariat at least five days before the opening of the session, in order that enquiries may, if necessary, be made as to the admissibility of the application.

A journalist coming to the Information Section to submit his credentials must bring with him a passport, identity card, residence permit, or other

1937. This number swells to three or four hundred during meetings of the Assembly and Council and big League conferences. Practically every big agency and newspaper in the world is represented on these occasions (twenty-five agencies are permanently represented at Geneva).

An association of journalists accredited to the League was established in 1921 (offices: 107, rue de Lausanne, Geneva). This Association now has 186 members, and, among its other functions, represents the professional interests of the members in their dealings with the League.

#### IV. THE INFORMATION SECTION

The Secretariat includes an Information Section to supply news and keep in touch with the Press.

The Section issues regular communiqués (more than 8,700 have so far appeared), explanatory articles on current subjects concerning the League's work, a *Monthly Summary* (in English, French and Spanish), pamphlets on various aspects of the League's organisation and work. In 1930, it published a book entitled *Ten Years of International Co-operation*, with a preface by Sir Eric Drummond, the first Secretary-General. To this

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official document of identification. It is desirable that he should also have with him some recent document establishing his professional occupation or, if need be, a certificate from the Government Press Bureau of his country or of the country of his agency or newspaper.

A holder of a Press Card delivered by the Information Section undertakes to abstain from any breach of good behaviour such as should be observed by members of the Press admitted to League premises and, in particular, to conform to the decisions of the Presidents and Chairmen of meetings and of the Secretary-General for the maintenance of order, and to refrain from any form of manifestation in meeting-rooms and other League premises to which he has access.

Any form of propaganda (distribution of tracts, pamphlets, etc.) on League premises is forbidden. Journalists are particularly requested to observe the moderation and discretion that are essential in international surroundings, and the courtesy to which the representatives of States are entitled.

A holder who fails to conform to the present rules may be deprived of his card. (Rules for the admission of journalists to League premises.)



volume was added at the end of 1935 another entitled *The Aims, Methods and Activity of the League of Nations*, a new edition of which was issued in 1938. The object of this work is to supply the public with general information as to the League's activities. The Section also publishes a series of monographs on the various activities of the League, and a publication entitled *Fortnightly News* in English, French and Spanish is issued every two weeks for countries outside Europe.

The Section arranges every Sunday evening and Monday morning for the broadcasting from Radio-Nations Station of a report on the League's work. The broadcast is in French, English and Spanish and is specially intended for overseas countries. News and information as to the League's activity (see page 315) are sent out by radio-telegram to Governments every Saturday, also in French, English and Spanish.

The Section also contains a department concerned with photographs, films and lantern slides.<sup>1</sup>

### BRANCH OFFICES

The Secretariat has branch offices in London (16, Northumberland Avenue, W.C.2), Paris (4, rue Galliéra, XVI<sup>e</sup>) and New Delhi (8, Curzon Road), and also corresponding members

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<sup>1</sup> The 1938 Assembly, with the object of developing the means of spreading information at the Secretariat's disposal, decided to include a credit of 7,500 Swiss francs in the 1939 budget in order that the Information Section might be able to prepare a programme for encouraging the use of the cinema in making known the League and its work. The Assembly postponed to the following year its consideration of the introduction of a daily service of wireless telegraphic transmission of League news, and agreed that the appropriation for the existing wireless transmissions should be maintained. It asked the Secretary-General to consider in what conditions the short-wave Radio-Nations station might be supplemented by a long- and medium-wave station.

The general question of the League's participation in exhibitions and the maintenance of a collection of exhibits was also postponed to the following year. The Seventh Committee, after being present at the first showing of a film on the work of the League Health Organisation, recommended the production of a series of similar films on the different aspects of the League's work.

in a number of countries, especially in Latin America (at La Paz, Bolivia; Santiago, Chile; Bogota, Colombia; Mexico City, Mexico; Asunción, Paraguay), and at The Hague (Netherlands).

## V. LIAISON WITH PRIVATE ORGANISATIONS

The Secretariat keeps in constant touch with a number of private national and international organisations interested in some or all of the aspects of the League's work. An official of the Secretariat is sent to their congresses and conferences whenever necessary.

### TEMPORARY COLLABORATORS

The Assembly has voted a credit for the Information Section enabling it to bring to Geneva every year some twenty or thirty temporary collaborators, in order to give them an insight into the organisation and work of the League in general, or enable them to take up the study of some particular problem. Between 1926 and 1938, 340 temporary collaborators, from 58 countries and belonging to very different professions and social classes, had studied at Geneva.

## VI. THE LIBRARY

The Library specialises in books and documents concerning every aspect of international relations and the works of the League. It has become a research centre for the organs of the League, for delegates and for experts, as well as for specialists, students, journalists and educationists concerned with international relations. The Library has special information departments to answer all questions concerning the material it possesses on legal, political, economic and financial humanitarian and pedagogical, and geographical questions. It contains about 280,000 volumes, including one of the most

complete collections in Europe of official publications from all countries of the world. It also issues various bibliographical publications. These include the *Monthly List of Selected Articles*, taken from something like 1,500 periodicals and dealing with various international activities germane to the work of the League of Nations; the *Chronology of International Treaties and Legislative Measures*, based upon the official gazettes of almost all the countries of the world, which gives a reliable idea of day-to-day developments in law, and particularly international law; also a *Fortnightly Survey of Political Events*. The generous gift of 2,000,000 dollars by Mr. J. D. Rockefeller, Jr., has made it possible to develop the equipment and services of the Library.

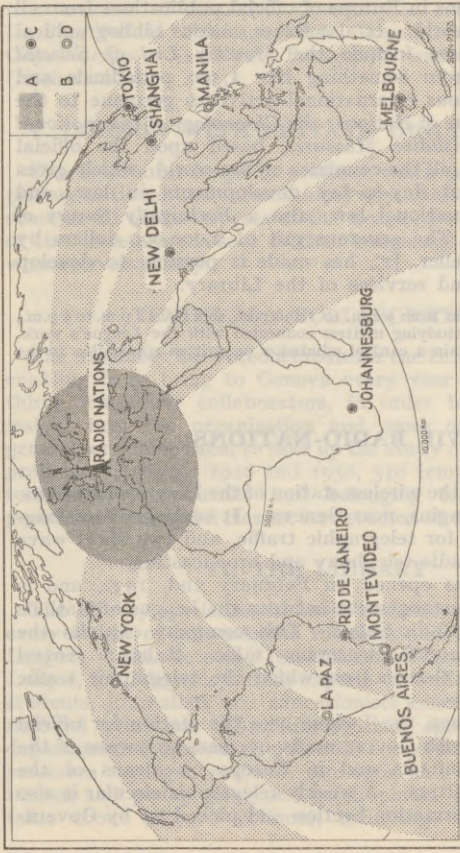
The Library is open from 9 a.m. to 12.30 p.m., and from 2 p.m. to 6 p.m., but only to persons studying matters connected with the League's work. Such persons can obtain a card of admission on written application to the Librarian.

## VII. RADIO-NATIONS

Radio-Nations, the wireless station of the League of Nations, is situated at Prangins, near Geneva. It consists of one long-wave transmitter for telegraphic traffic, and two short-wave transmitters for radio-telephony and broadcasting.

The station was opened on February 2nd, 1932, and is worked under an arrangement between the League of Nations and the Société Radio-Suisse. This company exploits the station for commercial telegraphic traffic. It has a central telegraph office in Geneva from which the telegraphic traffic is handled.

At ordinary times, the League uses the station for official communications with Governments overseas by means of the short-wave transmitters and in Europe by means of the long-wave transmitters. A weekly telegraphic circular is also issued by the Information Section and picked up by Govern-



### RADIUS OF RECEPTION FROM RADIO-NATIONS WIRELESS STATION.

- A. Areas of good reception from European transmitter.
- B. Areas reached by beam wireless.
- C. Stations with which regular communications are maintained.
- D. Stations with which occasional communications are held.

ments. When the Governments consider that the contents of these telegrams may be used by the Press of their country, they take steps to pass them on to the Press bureaus or agencies.

In time of emergency, the League could take over the whole equipment of this station, and the central telegraph office could be transferred from the premises of the Société Radio-Suisse to the Headquarters of the League.<sup>1</sup>

The use of the short-wave transmitters for broadcasting by the League has been increasing in recent years. A weekly broadcast on the work of the League was given every Saturday evening from September 1932 until September 1937 in English, French and Spanish. An additional English broadcast is given each Monday morning since October 1935 for Australia and New Zealand. The broadcast commissions in both these countries have frequently relayed these transmissions over their own stations.

The eighteenth session of the Assembly in September 1937 was the occasion of a new development, when nightly accounts of the proceedings were broadcast in English and Spanish. The hours and wave-lengths were chosen to give the best reception in South Africa, the British Isles, North and South America.

In the winter of 1937, the weekly broadcasts were transferred from Saturday to Friday and were extended so as to give listeners a more convenient time of reception.

The broadcasts are now given on Sunday and Monday, and the following schedule was adopted at the beginning of April 1938 :

See also "Communications at Times of Emergency", page 139.

SCHEDULE OF BROADCASTS IN ALL LANGUAGES.

Day	Time (Central European)	Wavelength	Language
Sunday .....	16.45 — 17.30	HBH	English
Sunday .....	19.45 — 20.30	{ HBJ HBQ	{ English
Sunday .....	20.30 — 20.45	HBQ	French
Monday .....	01.00 — 01.45	HBO	English
Monday .....	02.00 — 02.45	HBL	Spanish
Monday .....	08.00 — 08.15 (April)	} HBO	English
	07.00 — 07.15 (May and June)		
Monday .....	08.30 — 08.45 (April)		
	07.30 — 07.45 (May and June)	} HBJ	English

HBH = 18,480 kilocycles, 16.23 metres.  
 HBJ = 14,535 kilocycles, 20.64 metres.  
 HBQ = 6,675 kilocycles, 44.94 metres.  
 HBO = 11,402 kilocycles, 26.31 metres.  
 HBL = 9,345 kilocycles, 32.1 metres.

The short-wave transmitters of Radio-Nations are frequently used to relay special broadcasts for the broadcasting authorities of particular countries. In this way, it is possible for stations almost anywhere in the world to receive programmes direct from Geneva.

VIII. BUILDINGS OF THE LEAGUE OF NATIONS

**The buildings and other property occupied by the League or its officials or by representatives attending its meetings shall be inviolable.** (Art. 7, para. 5, Covenant.)

The Secretariat first of all occupied in London, in 1919, Sunderland House, Curzon Street, the former residence of the Duke of Malborough.



In October 1920, the Secretariat was transferred to Geneva, where it took over the former Hôtel National. Later on, the League acquired other premises in the vicinity for the use of certain of its services.

From 1920 to 1929, the meetings of the Assembly were held in the Salle de la Réformation, Geneva.

From 1930 to 1936, these meetings took place in the Salle du Conseil Général. Certain meetings of the Special Assembly summoned to deal with the Sino-Japanese dispute in 1932 and 1933 were, however, held in the building placed at the disposal of the League by the Republic and Canton of Geneva for the purpose of the Disarmament Conference. This building is adjacent to the Secretariat.

The meetings of the Council generally take place in the Secretariat building.

In 1924, the Assembly decided to erect new buildings for the Assembly and Secretariat. The plans prepared by the architects selected by the Council as the result of an international competition had subsequently to be modified, as in the meantime Mr. John D. Rockefeller had given 2,000,000 dollars to build a library.

The foundation-stone of the League buildings was laid in 1929 in the Ariana Park, and on November 6th, 1933, a sapling decorated with coloured ribbons was placed, in accordance with Swiss custom, upon the highest point of the edifice to mark the completion of the shell.

The Secretariat moved into the premises allotted to it in February 1936. Work on the rest of the building was carried forward with a view to its completion during 1938.

The League's new home consists of a series of buildings set aside for the Secretariat, Council, Committees, Assembly and Library (see plan), which, although separate, are so connected as to form a whole.

The covered area is 18,000 square metres and the total capacity of the various buildings is in the neighbourhood of 440,000 cubic metres, which means that the new buildings are

of very much the same dimensions as the Palace of Versailles.

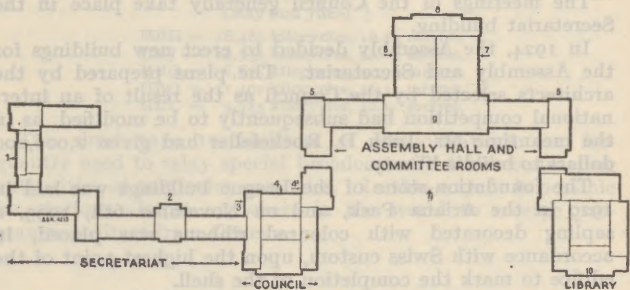
The Assembly Hall is 20 metres high and holds about 2,000 persons.

To provide for interior decoration, various gifts in kind have been made by the Governments of the Member States.

The employees who took part in the constructional work belonged to some ten different nationalities.

The amount set aside for the construction of the new buildings (as approved by the Assembly in 1932) amounted to 25,577,150 Swiss francs. In 1935, the Assembly voted a

### THE NEW LEAGUE OF NATIONS BUILDINGS



1. Entrance to Secretariat.
2. Central Hall of Secretariat.
3. Entrance for Press to Council Room.
4. Delegates' entrance.
- 4a. Public entry to Council Room.
5. Public entry to Committee Room.
6. Public entry to Assembly Hall.
7. Entrance for Press to Assembly Hall.
8. Delegates' entrance.
9. Lobby.
10. Principal entrance to Library.
11. Terrace.

further sum of 3,534,682 Swiss francs for fixtures, outside work, lighting, etc.

Information as to the hours and conditions of visiting the building will be given at the porter's lodge, Principal Entrance to the Secretariat.

## IX. SPECIAL STAMPS

Since May 1922, the official correspondence of the Secretariat and of the International Labour Office has been stamped by the Swiss Federal Postal authorities with ordinary Swiss stamps overprinted respectively with the words "Société des Nations" and "S.d.N. Bureau international du Travail". These stamps are only offered for sale with the postmarks.

During the session of the Council held at Lugano from December 10th to 15th, 1928, the ordinary Swiss stamps were postmarked "Conseil de la Société des Nations à Lugano". Similarly, at the International Labour Office meeting in Germany (1927), stamps bore the letters I.A.A. (Internationales Arbeitsamt), and at the meetings in France (1930) and Belgium (1930), the letters B.I.T.

During the session of the Council in Madrid, June 11th to 15th, 1929, Spanish stamps were used with an overprint similar to that used at the Council meeting at Lugano.

In February 1932, a special commemorative stamp issued by the Swiss Federal authorities for the Disarmament Conference, and overprinted with the words "Société des Nations", was used for the official correspondence of the Secretariat.

Similar stamps, but without the overprint, were sold to the public for use on ordinary correspondence.

The Netherlands Postal and Telegraphic Administration has since January 1934 been issuing stamps surcharged with the inscription "Cour permanente de Justice internationale" in gold, for use on the Court's official correspondence. Stamps bearing this surcharge can only be obtained from the Dutch Post Office after being postmarked.

In conformity with recommendations made by the Inter-Governmental Advisory Commission for Refugees and endorsed by the Council of the League in May 1935, the Norwegian Government has just made a special issue of four postage stamps bearing a surcharge in favour of the funds of the Nansen Office. The issue consists of four stamps of a value of 10, 15, 20 and 30 öre, each bearing the portrait of Dr. Fridtjof Nansen, the famous explorer and the first League High Commissioner for Refugees. These stamps, which are respectively green, brown, red and blue in colour, each carry a surcharge of 10 öre in favour of the funds of the Nansen Office, as well as the inscription "Office international Nansen pour les réfugiés".

In May 1938, the Swiss Postal Administration issued stamps representing the League buildings and the International Labour Office.

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# HISTORICAL SUMMARY

## PART VIII ANNEXES

1917  
ANNALS



## I. HISTORICAL SUMMARY

1918

- Jan. 8th.* President Wilson, in his message, formulates the fourteen points to serve as the basis for world peace. Point 14 says: "A general association of nations should be formed on the basis of covenants designed to create mutual guarantees of the political independence and territorial integrity of States, large and small equally".

1919

- Jan. 25th.* The Peace Conference, meeting in plenary session, accepts the proposals for the creation of a League of Nations.
- Jan. 27th.* Election of a Committee to draft a Covenant.
- Apr. 28th.* The Peace Conference unanimously adopts the draft Covenant on the motion of the President of the United States of America.
- June 10th.* Sir Eric Drummond presents a memorandum on the working of administrative services. At the same time, the Secretariat is set up in London.
- June 28th.* Signature of the Treaty of Versailles. Part I Articles 1 to 26, of this and the other Peace Treaties contains the Covenant of the League of Nations (Germany).

1920

- Jan. 10th.* Entry into force of the Versailles Peace Treaty and of the Covenant of the League of Nations.
- Jan. 16th.* First session of the Council of the League in Paris.
- Feb. 13th.* Council accepts the duties entrusted to it with regard to protection of minorities.
- June 16th.* International Jurists' Committee for the creation of the Permanent Court of International Justice, The Hague.
- Sept. 24th.* International Financial Conference, Brussels.
- Nov. 1st.* The seat of the League of Nations is transferred from London to Geneva.
- Nov. 15th.* First ordinary Assembly of the League convened in Geneva by Mr. Woodrow Wilson, President of the United States of America. Forty-one States sent representatives.
- Dec. 1st.* Council approves the appointment of the Permanent Mandates Commission.
- Dec. 13th.* Assembly approves the draft Statute of the Permanent Court of International Justice.
- Dec. 15th.* Admission of Austria.

1921

- Mar. 10th.* First General Conference on Communications and Transit, Barcelona.
- April 20th.*
- June 30th.* International Conference on the Traffic in Women and Children, Geneva.
- Sept. 2nd.* Entry into force of the Statute of the Permanent Court of International Justice.

1922

- Jan. 22nd.* First meeting of the Permanent Court of International Justice.
- Sept. 18th.* Admission of Hungary.
- Sept. 25th.* The number of members elected by the Assembly to the Council increased from four to six.
- Oct. 4th.* Signature at Geneva of Protocols relating to the financial reconstruction of Austria.

1923

- Aug. 31st.* International Conference on Obscene Publications, Geneva.

1924

- Mar. 14th.* Signature at Geneva of Protocols relating to the financial reconstruction of Hungary.
- Oct. 1st.* Resolution of the Assembly opening the Protocol for the Pacific Settlement of International Disputes for signature by the States Members.
- Nov. 3rd.* First Opium Conference.
- Dec. 24th.* Notice given of the withdrawal of Costa Rica from membership of the League.

1925

- Feb. 4th-13th.* International Health Conference, Singapore.
- Mar. 1st.* Opening of the Eastern Epidemiological Intelligence Centre at Singapore.

- May 4th.* Conference on the Traffic in Arms.
- Dec. 14th.* Deposit of the Locarno Agreements in the archives of the League.

1926

- Jan. 16th.* Inauguration of the International Institute of Intellectual Co-operation.
- May 12th-18th.* Passport Conference.
- May 18th.* First meeting of the Preparatory Disarmament Commission at Geneva.
- June 14th.* Notice given of Brazil's withdrawal from membership of the League.
- Aug. 19th-21st.* Meeting of Representatives of Information Bureaux.
- Sept. 8th.* Admission of Germany. Germany made a permanent member of the Council. The number of members elected by the Assembly to the Council increased from six to nine.
- Notice given of Spain's withdrawal from membership of the League.

1927

- Jan. 1st.* Costa Rica ceases to be a Member of the League.
- May 4th-23rd.* International Economic Conference.
- Aug. 24th-29th.* International Conference of Press Experts.

1928

- Mar. 22nd.* The Spanish Government announces that it will continue to collaborate in the work of the League.
- May 30th.* Inauguration of the International Institute for the Unification of Private Law in Rome.
- June 13th.* Brazil ceases to be a Member of the League.
- Sept. 5th.* Inauguration of the International Educational Cinematographic Institute in Rome.
- Sept. 26th.* The eighth Assembly adopts the General Act for the Pacific Settlement of International Disputes.

1929

- Aug. 16th.* The General Act comes into force.
- Sept. 4th-13th.* Conference for the Revision of the Statute of the Permanent Court of International Justice.

1930

- May 13th-  
June 7th.* International Conference for the Unification of Laws relating to Bills of Exchange, Promissory Notes and Cheques.
- Sept. 23rd.* First Session of the Commission of Enquiry for European Union.
- Sept. 30th.* Creation of the Nansen International Office for Refugees.

1931

- Jan. 24th.* The Council decides to convene the Conference for the Reduction and Limitation of Armaments.
- Mar. 16th-30th.* European Conference on Road Traffic.
- May 27th.* Conference for limiting the Manufacture and regulating the Distribution of Narcotic Drugs.
- Sept. 26th.* The Assembly adopts a General Convention to improve the Means of preventing War.
- Nov. 9th-27th.* Conference for the Suppression of Opium-Smoking, Bangkok.

1932

- Jan. 11th-14th.* Conference of Government Press Bureaux and Press Representatives, Copenhagen.
- Feb. 2nd.* Conference for the Reduction and Limitation of Armaments opens in Geneva.
- Opening of the League Wireless Station.
- Sept. 4th.* Signature of the Lytton Report at Peiping.
- Sept. 14th.* Germany notifies the President of the Conference for the Reduction and Limitation of Armaments of its decision to withdraw from the Conference.
- Oct. 3rd.* Admission of Iraq to the League.
- Dec. 11th.* Agreement between Germany, the United Kingdom, France, Italy and the United States of America with regard to the question of equality of rights and security.



1933

- Mar. 27th.* Japan gives notice of her intention to withdraw from the League.
- June 12th.* World Monetary and Economic Conference, London.
- June 29th.* Adjournment of the work of the Conference for the Reduction and Limitation of Armaments.
- Sept. 26th.* The Government of the Argentine notified the Secretary-General that the Argentine Parliament had approved the Covenant of the League of Nations.
- Oct. 2nd.* The Assembly provisionally raises the number of non-permanent Members of the Council from nine to ten.
- Oct. 14th.* Germany withdraws from the Conference for the Reduction and Limitation of Armaments.
- Oct. 21st.* Germany gives notice of withdrawal from the League of Nations.
- Nov. 9th.* Conference of Governmental Press Bureaux and Representatives of the Press in Madrid.

1934

- May 29th.* Meeting of the General Commission of the Conference for the Reduction and Limitation of Armaments.

- June 22nd.* Resolution adopted by the International Labour Conference inviting the U.S.A. Government to accede to the International Labour Organisation. The acceptance of the President of the U.S.A. was communicated on August 20th, 1934.
- Sept. 18th.* Admission of the Union of Soviet Socialist Republics to the League of Nations. The Assembly approves the Council's proposal that the Union should be made a permanent Member of the Council.
- Sept. 28th.* Ecuador, one of the original Members of the League and named in the Annex to the Covenant, accedes to the Covenant.

1935

- Jan. 13th.* Plebiscite (popular vote) in the Saar Territory.
- Jan. 17th.* The Council decided that the Saar Territory should be united with Germany.
- Jan. 29th.* The American Senate refused to ratify the accession of the U.S.A. to the Permanent Court of International Justice.
- Feb. 23rd.* Paraguay gave notice of withdrawal from the League.
- Feb. 28th-  
March 1st.* Germany took over the Government of the Saar Territory.
- March 15th.* Registration by the Secretariat of the Agreement under which the U.S.A. acceded to the International Labour Organisation.

- March 27th.* Japan ceased to be a Member of the League.  
*Oct. 21st.* Germany ceased to be a Member of the League.

1936

- Feb. 17th-22nd.* Secretariat moves into new League buildings.  
*March 8th.* Germany denounces the Treaty of Locarno.  
*May 9th.* Proclamation of Italian sovereignty over Ethiopia.  
*May 26th.* Guatemala gave notice of withdrawal.  
*June 27th.* Nicaragua gave notice of withdrawal.  
*July 4th.* Assembly recommends that Council should invite Governments to send in proposals for improving the application of the principles of the Covenant and that the Co-ordination Committee should propose to Governments the termination of sanctions.  
*July 10th.* Honduras gave notice of withdrawal.  
*Sept. 9th.* Meeting at Rome between M. Avenol, Secretary-General, and M. Mussolini.  
*Sept. 17th-23rd.* Inter-Governmental Conference for the conclusion of an international Convention concerning the Use of Broadcasting in the Cause of Peace.  
*Oct. 2nd.* Council increases number of its non-permanent Members from nine to eleven for a period of three years.

- Oct. 10th.* Assembly appoints a Committee of Twenty-eight to study application of principles of Covenant.
- Dec. 14th-16th.* First session of Committee on Application of Principles of Covenant.

1937

- Jan. 26th.* Brazil renews her acceptance of the Optional Clause of the Protocol of the Permanent Court and ratifies the Protocol concerning the revision of the Statute of the Court.
- Feb. 2nd-15th.* Conference of Central Authorities of Eastern countries at Bandoeng (Java) on the traffic in women and children.
- Feb. 23rd.* Expiration of Paraguay's notice of withdrawal.
- March 4th.* The Egyptian Government applies for admission to the League.
- April 22nd.* The Bangkok Agreement on Opium-Smoking comes into force.
- May 26th-27th.* Extraordinary Session of the Assembly; admission of Egypt to the League.
- May 28th.* The Council approves the reorganisation of the Health and Financial Committees.
- June 15th.* The British Imperial Conference expresses the hope that the Covenant might be separated from the Peace Treaties.
- July 5th-9th.* Second General Conference of National Committees on Intellectual Co-operation (Paris).

- July 8th.* Signature by Afghanistan, Iran, Iraq and Turkey of a Treaty of Non-Aggression and Protocol establishing an understanding between Eastern countries.
- July 15th.* Expiration of the German-Polish Convention relating to Upper Silesia, signed at Geneva on May 15th, 1922.
- July 26th.* Salvador gives notice of withdrawal from the League.
- Aug. 12th-29th.* The Secretary-General visits Lithuania, Latvia, Estonia and Finland.
- Sept. 10th-11th.* Special Committee on the Application of the Principles of the Covenant.
- Sept. 16th.* The Council decides not to continue consideration of the question of calendar reform.
- Sept. 30th.* The term of office of the Commission of Enquiry for European Union is renewed for one year. Meeting on October 1st.
- Oct. 5th.* The Council adjourns the convocation of the Bureau of the Disarmament Conference.
- Oct. 14th.* Nicaragua complains to the League about the treatment of Nicaraguans living in Honduras.
- Dec. 11th.* Italy gives notice of withdrawal from the League.
- Dec. 14th.* Italy leaves the International Labour Office.
- 1938
- Jan. 21st.* Statement by the Swiss Federal Council concerning the neutrality of the Swiss Confederation.

- Jan. 28th.* The Council decides in favour of the League's participation in the New York World's Fair in 1939.
- Jan. 29th.* Adoption of a new Statute for the Communications and Transit Organisation.
- Feb. 7th-10th.* Conclusion by a diplomatic Conference (President : M. Loudon, Netherlands) of a Convention concerning the Status of Refugees coming from Germany. The Convention is signed by the representatives of seven countries.
- March 18th.* The German Government communicates to the Secretary-General the text of a Law, dated March 13th, providing for the inclusion of Austria in Germany.
- March 19th.* Departure of a mission of the League of Nations Secretariat for Latin America.
- March 21st.* Declaration by the Federal Council concerning the neutrality and independence of Switzerland.
- April 9th.* The United Kingdom Government requests that the question of the "consequences arising from the existing situation in Ethiopia" be placed on the agenda of the next meeting of the Council.
- April 29th.* Memorandum by the Federal Council on Swiss neutrality.
- May 14th.* The Council takes note of the intention of the Swiss Government not to take part in the application of sanctions in future, and declares that Switzerland will not be invited to do so.



- May 14th.* The Council refers to the Assembly a request from the Chilian Government that the reform of the Covenant should be treated as urgent.
- May 25th.* The withdrawal of Guatemala takes effect.
- June 2nd.* Chile gives notice of withdrawal from the League.
- June 4th.* Mr. J. G. Winant (American) is appointed Director of the International Labour Office.
- June 29th.* The Electoral Commission, having stopped the registration of electors, leaves the Sanjak of Alexandretta and informs the Council that circumstances have prevented it from pursuing its work.
- July 10th.* The withdrawal of Honduras from the League takes effect.
- July 12th.* Venezuela gives notice of withdrawal from the League.
- Sept. 21st.* The Dominican Republic, Greece and Yugoslavia are elected non-permanent Members of the Council.
- Sept. 22nd.* The Assembly expresses its appreciation of the action of the mediating States in the restoration of peace in the Chaco and of the part played by M. Saavedra Lamas and M. Cantilo.
- Sept. 30th.* The Council postpones the meeting of the Bureau of the Disarmament Conference.
- Oct. 14th.* Meeting at Perpignan of the Commission instructed to verify on the spot the measures taken by the Spanish Government for the withdrawal of non-Spanish combatants.

- Oct. 27th-29th.* Meeting of the Permanent Committee on Arts and Letters at Nice (Chairman: M. Paul Valéry, French).
- Nov. 2nd.* Japan discontinues her co-operation with the technical organs of the League.
- Nov. 17th.* Award of the Nobel Peace Prize to the Nansen International Office for Refugees.
- Dec. 3rd.* Signature at Paris of an International Act giving to the Institute of Intellectual Co-operation the character of an organization founded on collective agreements.
- Dec. 9th-12th.* The Budgetary Economies Committee, meeting at Brussels, decides that the League budget for 1940 must be 20% less than that for 1939.

## II. CONVENTIONS AND AGREEMENTS CONCLUDED UNDER THE AUSPICES OF THE LEAGUE <sup>1</sup>

### I. DISARMAMENT AND SECURITY

Arms and Ammunition and Implements of War (Supervision of the International Trade in):

Gases (Asphyxiating, Poisonous and Other), and Bacteriological Methods of Warfare (Protocol for the Prohibition of the Use in War of). Geneva, June 17th, 1925 (41).

\* Ifni (Declaration regarding the Territory of). Geneva, June 17th, 1925 (7 r + 3 a).

\* Supervision of the International Trade in Arms and Ammunition and in Implements of War (Convention for the). Geneva, June 17th, 1925 (14 r + 3 a).

Assistance (Financial):

\* Assistance (Convention on Financial). Geneva, October 2nd, 1930 (3 r).

Disputes (Pacific Settlement of International):

General Act. Geneva, September 26th, 1928 (see Disarmament) (24)

War (Means of preventing):

\* Means of preventing War (General Convention to improve the). Geneva September 26th, 1931 (3 r + 1 a).

### 2. INTERNATIONAL LAW

Covenant of the League of Nations (Amendments to the):

\* Amendment to Article 16 (Protocol of an). First Paragraph to be inserted after the First Amended Paragraph of Article 16. Geneva, October 5th, 1921 (30 r).

\* Amendment to Article 16 (Protocol of an). Second Paragraph to be inserted after the First Amended Paragraph of Article 16. Geneva, October 5th, 1921 (30 r).

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<sup>1</sup> An asterisk before a Convention denotes that it is not yet in force. The figures in parenthesis after each title indicate the number of ratifications and accessions up to December 31st, 1938.

See also: "Ratification of Agreements and Conventions concluded und the Auspices of the League of Nations" (document A.6(a).1936).

- \* Amendment to Article 16 (Protocol of an). Paragraph to be inserted between the New Third Paragraph and the Original Second Paragraph of Article 16. Geneva, October 5th, 1921 (30 r).
- \* Amendment to Article 26 (Protocol of an). First Paragraph. Geneva, October 5th, 1921 (36 r).
- \* Amendment to Article 26 (Protocol of an), adding a New Paragraph after the First Paragraph. Geneva, October 5th, 1921 (36 r).
- \* Amendment to Article 26 (Protocol of an). Second Paragraph. Geneva, October 5th, 1921 (36 r).
- \* Amendment to Article 16 (Protocol of an). Latter Part of First Paragraph of Article 16. Geneva, September 27th, 1924 (5 r).
- \* Amendment to Article 16 (Protocol of an). Second Paragraph of the Original Text. Geneva, September 21st, 1925 (4 r).

Creation of an International Criminal Court (Convention for the), Geneva, November 16th, 1937 (0).

Law (Progressive Codification of International) :

- Conflict of Nationality Laws (Convention on Certain Questions relating to the). The Hague, April 12th, 1930 (11).
- Military Obligations in Certain Cases of Double Nationality (Protocol relating to). The Hague, April 12th, 1930 (11).
- Statelessness (Protocol relating to a Certain Case of). The Hague, April 12th, 1930 (10).
- \* Statelessness (Special Protocol concerning). The Hague, April 12th, 1930 (5 r + 2 a).

Permanent Court of International Justice :

- \* Accession of the United States of America to the Protocol of Signature of the Statute of the Permanent Court of International Justice (Protocol relating to the). Geneva, September 14th, 1929 (48 r).
- Court of International Justice (Protocol of Signature of the Permanent). Geneva, December 16th, 1920 (50).
- Clause (Optional). Geneva, December 16th, 1920 (39).

Prevention and Punishment of Terrorism (Convention for the). Geneva, November 16th, 1937 (0).

### 3. ECONOMIC AND FINANCIAL ACTIVITY

Agricultural Mortgage Credit :

- \* Creation of an International Agricultural Mortgage Credit Company (Convention for the), with Charter and Statutes. Geneva, May 21st, 1931 (6 r).

Arbitration Clauses in Commercial Matters :

- Awards (Convention on the Execution of Foreign Arbitral). Geneva, September 26th, 1927 (21).
- Clause (Protocol on Arbitration). Geneva, September 24th, 1923 (27).

Bills of Exchange, Promissory Notes and Cheques (Unification of Laws on) :  
Conflicts of Laws in connection with Bills of Exchange and Promissory Notes (Convention for the Settlement of Certain), and Protocol. Geneva, June 7th, 1930 (17).

Conflicts of Laws in connection with Cheques (Convention for the Settlement of Certain), and Protocol. Geneva, March 19th, 1931 (16).

Stamp Laws in connection with Bills of Exchange and Promissory Notes (Convention on the), and Protocol. Geneva, June 7th, 1930 (19).

Stamp Laws in connection with cheques (Convention on the), and Protocol. Geneva, March 19th, 1931 (18).

Uniform Law for Bills of Exchange and Promissory Notes (Convention providing a), and Protocol. Geneva, June 7th, 1930 (17).

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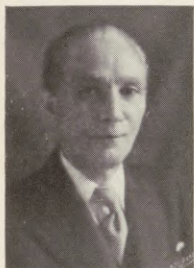
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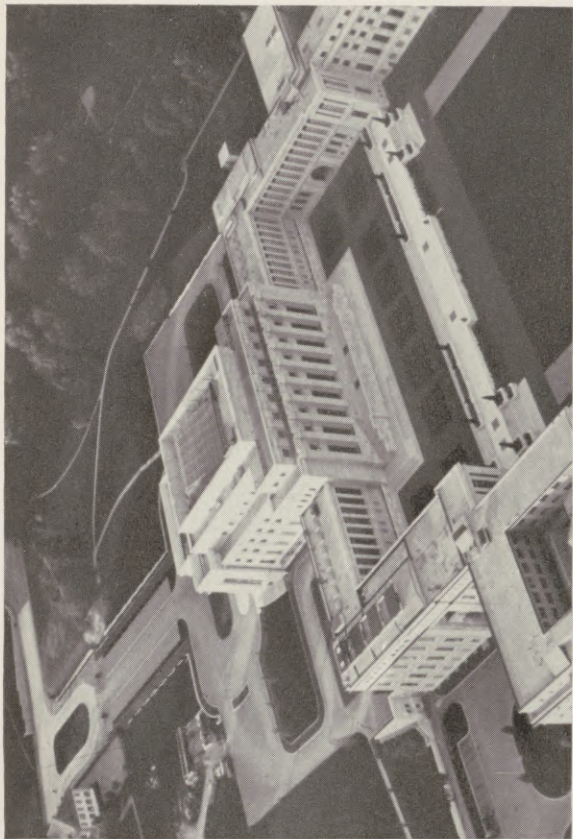


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SECRETARY-GENERAL OF THE LEAGUE OF NATIONS



THE MAIN ENTRANCE TO THE ASSEMBLY HALL



THE COURT OF HONOUR OF THE HEADQUARTERS OF THE LEAGUE OF NATIONS  
IN THE CENTRE, THE ASSEMBLY BUILDING



THE INNER COURTYARD OF THE SECRETARIAT









