

1935.

NEW ZEALAND.

# THE LEAGUE OF NATIONS.

REPORT OF THE REPRESENTATIVE OF THE DOMINION OF NEW ZEALAND ON THE FIFTEENTH ASSEMBLY OF THE LEAGUE OF NATIONS, HELD AT GENEVA, IN THE YEAR 1934.

*Presented to both Houses of the General Assembly by Command of His Excellency.*

## FIFTEENTH ASSEMBLY OF THE LEAGUE OF NATIONS.

New Zealand Government Offices,  
415 Strand, London W.C. 2, 1st October, 1934.

SIR,—

I have the honour to inform you that the Fifteenth Session of the Assembly of the League of Nations was opened in Geneva on Monday, 10th September, by M. Benes, the Foreign Minister of Czechoslovakia, who was then presiding over the Council of the League.

### OPENING OF PROCEEDINGS.

In his speech M. Benes gave an account of some of the principal activities of the League during the preceding year. When striking a balance between the whole of the debit and the whole of the credit items in the general situation, he stated "that the result was not discouraging for the League of Nations." In what one may call the administrative field there is undoubtedly progress and encouraging results, but it is in the political field that accomplishment is meagre and disheartening. The virtual failure of the Disarmament Conference (still in being, although not sitting), the retirement of Germany and Japan from the League, and the meagre results of the London Economic and Monetary Conference have furnished ammunition to those who have no faith in the efficacy of the methods for which the League stands. On the other hand, the League's friends, although disappointed and sorrowful, do not despair.

An absence from Geneva of four years has enabled me to view the work of the League with a fresh eye. I think it a matter for congratulation that the uncertainties and difficulties in the present state of international relationships have not impaired to any vital extent the League's power for good; indeed, it is a consolation to know that, in these troublous times, there is an instrument, imperfect though it be, for international use, and a place where the nations of the world can discuss affairs of common interest. The sceptics by no means have it all their own way. The abolition or ending of the League would be a misfortune for the world.

The early meetings of the Assembly are formal. The constitution provides for the creation of a General Committee of the Assembly, consisting of the President, six Vice-Presidents, the Chairman of Committees (this year, as last, reduced to five in number, the Third Committee, which deals with Disarmament, not having been constituted), the Chairman of the Agenda Committee, and the Chairman of the Credentials Committee.

To fill the office of President of the Assembly choice fell on M. Sandler, the Swedish Minister of Foreign Affairs and the chief delegate of his country. M. Sandler is well known in Geneva, and he has been several times the representative of his country, which is a firm adherent of the League and a valuable member.

The chief representatives of the United Kingdom, Italy, France, Austria, India, and Yugoslavia were elected Vice-Presidents, and the following were appointed Chairmen of Committees:—

First Committee..	..	..	..	Count Raczynski (Poland).
Second Committee	..	..	..	Mr. R. B. Bennett (Canada).
Fourth Committee	..	..	..	Count Carton de Wiart (Belgium).
Fifth Committee	..	..	..	M. Roberto Levillier (Argentine).
Sixth Committee	..	..	..	M. de Madariaga (Spain).
Agenda Committee	..	..	..	M. Lozoraitis (Lithuania).
Credentials Committee	..	..	..	M. Bado (Uruguay).

The agenda (Document A. 2) was adopted, and the items, with the exception of those numbered 8 and 22, distributed amongst the five Committees. These two items were reserved for the consideration of the General Committee of the Assembly. Consideration of item No. 4 (Amendment of the Covenant) was, however, postponed to the next session. With regard to item No. 8 (Commission of Inquiry for European Union), on the 26th September the Assembly passed the following resolution:—

“The Assembly,—

“Having consulted its General Committee on the procedure to be followed with regard to the question appearing on the Agenda for the session as item 8 (Commission of Inquiry for European Union),

“Notes that circumstances have been such that the Commission has been unable to meet since the last session :

“And decides, such being the case, to renew the mandate of the Commission of Inquiry for European Union for the coming year and to place the question on the agenda for the next session of the Assembly.”

A decision had to be made regarding the best manner in which the New Zealand delegate could take part in the work of the Committees, three of which are often sitting at one time. I was accompanied to Geneva by only two members of my staff, my Private Secretary, Mr. C. Knowles, and my confidential typist, Miss E. M. Hannam. I therefore nominated myself as a member of each Committee, and Mr. Knowles as a substitute, a proceeding which enabled the New Zealand delegation to take as full a part as its numbers permitted in the Committees' work.

In addition to the items printed in the agenda, others were proposed during the course of the Assembly. It is unnecessary to mention them specifically here. They will be dealt with in the part of this report devoted to the Committees.

#### DEBATE ON ANNUAL REPORT.

The formal business having been transacted and the Committees having met for the purpose of appointing their officers, delegations were able to take part in the debate on the report of the Secretary-General (series of Documents numbered A. 6), which opened on the 12th September.

A few years ago this annual debate on the report of the work accomplished in the preceding year was responsible for a great deal of oratory occupying several days of the Assembly's time. This year, however, there seemed to be no great desire on the part of delegates to speak.

M. Motta, the Swiss delegate, paid a graceful tribute to the memory of Chancellor Dollfuss and of Vittorio Scialoja, the latter a great lawyer who was undoubtedly a tower of strength to the League in its early days.

Herr Schuschnigg, the Austrian Chancellor, delivered a long speech devoted to his country's affairs and to recent events there.

The speeches which, to my mind, made the greatest impression were those delivered by Mr. De Valera (Irish Free State) and M. Beck, the Polish Foreign Minister.

The proposed invitation to Russia to join the League was very much “in the air.” It had been the subject of several private conferences between important delegates, and the methods employed were not popular with several delegates. Mr. De Valera voiced the feelings of many when he objected to this procedure, and suggested that the Sixth Committee was the competent organ for examining the question of Russia's admission to the League.

As to M. Beck's speech, it was devoted solely to minorities. At the request of the Polish Government, the agenda contained an item regarding the proposal of that Government for the conclusion of a general convention on the treatment of minorities. This question of minorities has undoubtedly given the Council of the League trouble and some anxiety, and every year it has provided an animated and interesting debate in the Sixth Committee. Many of the countries affected by the peace treaties have minorities in varying degree, but they are not all bound by treaty in respect of their minorities. Consequently, the treatment is by no means uniform. As long ago as 1922 the Assembly passed a resolution giving expression to the hope that States not bound by legal obligations to the League would observe in the treatment of their minorities a standard at least as high as was required by the treaties. This expression of hope Poland has long desired to see translated into a convention. The matter will be dealt with under the heading of the Sixth Committee, but I would quote the following from M. Beck's speech:—

“Pending the bringing into force of a general and uniform system for the protection of minorities, my Government finds itself compelled to refuse, as from to-day, all co-operation with the international organizations in the matter of the supervision over the application by Poland of the system of minority protection. I need hardly say that the decision of the Polish Government is in no sense directed against the interests of the minorities. Those interests are and will remain protected by the fundamental laws of Poland, which secure to minorities of language, race, and religion their free development and equality of treatment.”

On the following day Sir John Simon made a brief speech entirely devoted to the situation created by the Polish delegate's remarks. He pointed out that treaty obligations already assumed by any State in regard to minorities did not depend on any decision which might ultimately be made on a proposal for a general and uniform system of minorities. He reminded M. Beck that Poland had accepted in respect of minorities certain obligations which carried the guarantee of the League of Nations; that the United Kingdom, as well as other Powers, were signatories of the Minorities Treaties; and that no country by unilateral action could free itself from such obligations. He also referred to the terms of Article 93 of the Treaty of Versailles, which recreated Poland.

Sir John Simon was supported by M. Barthou, the French delegate, whilst a speech was also delivered by the Italian delegate, Baron Pompeo Aloisi, who, however, suggested that a proposal of a general system came into the category of treaty revision. Notwithstanding the constitutional and legal difficulties in his path, the Polish representative declined to recede from his viewpoint.

#### ELECTIONS TO THE COUNCIL.

The election of three non-permanent members of the Council to replace China, Panama, and Spain, whose term was about to expire, took place on the 17th September. Both China and Spain had made the requisite application to be considered eligible for continuation of office, and a motion providing for re-eligibility was put to the vote at the morning session. Whilst Spain obtained the necessary majority for re-eligibility, securing no less than forty-four votes, China failed. The actual election took place in the afternoon. Spain was re-elected, and Chile and Turkey were elected to replace Panama and China.

The declaration as to re-eligibility in the case of Spain was never in doubt, many delegates holding the view that continuance of office was advisable because of the prominent part which Spain had taken in the Disarmament Conference.

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

At the meeting of the Assembly on the 27th September the President read a letter he had received from Mr. Litvinoff, the delegate of the U.S.S.R., regarding the Conference for the Reduction and Limitation of Armaments. This letter, which is produced in Document A 59, contains the following motion :—

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

The President suggested the position would be met by the Assembly taking note of the letter. Mr. Litvinoff asked leave to speak, and, the request having been granted, he made a statement the purport of which was that if it was thought that a formal motion was unnecessary he would not press the point, but would raise the matter at a meeting of the Council.

The Assembly terminated on the evening of the 27th September.

#### FIRST COMMITTEE.

##### CREDENTIALS.

In recent years some dissatisfaction has been expressed at the loose methods adopted for accrediting representatives to the Assembly. The point is covered by No. 5 of the Rules of Procedure, but often the strict letter of the rule has not been observed. Whilst it would be unjust to charge successive Credential Committees with laxity, the fact remains that so-called “ credentials ” have been accepted which, at an international conference convened by the Government of a State, would never be considered.

The matter was referred to the First Committee, and its report (Document A 47) is attached. The report came before the Assembly on the 26th September, and was adopted. It will be observed that it provides for an amendment to Rule 5. For the first time the expression “ full powers ” is used. Generally speaking, credentials should be issued by the head of the State or by the Minister of Foreign Affairs. If a country does not possess a Minister of Foreign Affairs, however, credentials should be issued by the Minister exercising powers similar to those of a Foreign Minister.

#### SECOND COMMITTEE.

##### ECONOMIC COMMITTEE.

An account of the recent work of the Economic Committee, which is a permanent organ of the League, will be found in the report to the Secretary-General (Documents A. 6 and A. 6 (a)). In addition to this document the Second Committee had before it the report to the Council of the Economic Committee on the work of the 41st session (Document C. 353, M. 165). I draw particular attention to this last document because it contains material on which stress was laid in the course of the debate.

In the first place, I would mention Appendix I, entitled “ Tourist Traffic considered as an International Economic Factor ” not because of the manner in which the traffic affects certain European members of the league, but because it indicates the opportunities now afforded to New Zealand, with her fine climate, magnificent scenery, and sporting facilities, for developing a business which, apart from the purely commercial aspect, is of special value internationally. It is true that New Zealand, being so far from Europe, could not attract the professional and similar classes who are able to take an annual holiday of only a few weeks' duration ; but there are many people in England and elsewhere who habitually spend a considerable part of the year in a foreign country. Three countries in Europe and parts of Africa so frequently visited by such people are still on the gold standard, and the cost of travelling and residence in these countries, compared with the cost four years ago, is very much greater. The point I wish to make is that the tourist traffic is not to be despised by any country. In Europe, apart from its money-value, it has international influences of a far-reaching character.

Appendix 2 is entitled "Evolution of Commercial Policy since the Economic Crisis," and to this I invite your attention. At the same time I make special reference to the paragraph on page 2 reading,—

"With regard to the question of wheat, the Economic Committee requested the Secretariat, in consultation with the Secretariat of the Wheat Advisory Committee and the International Institute of Agriculture, to make a study of the consequences, in industrial countries, of increased agricultural protectionism and the effects of this policy in countries concerned mainly in agriculture."

Early in the debate the French delegate introduced a motion proposing that the technical organizations of the League be instructed to study questions connected with the practice of "Compensation" (Document A. II/9). As you are aware, the state of international trade is such that it has been necessary for many Governments to conclude agreements regulating payments resulting from the exchange of goods, providing for quotas of specific goods, &c. A list (in French) of such agreements, and a translation of the French delegates' speech (Document A. II/10) are enclosed. The motion formed the subject of considerable discussion, and amendments thereto were moved by the United Kingdom and other delegations. In the third paragraph of the French motion was implied the suggestion that Governments should stabilize a system which is regarded in many quarters as pernicious. The adversaries of the system no doubt hope that the result of the inquiry will be such as to justify every effort being made to return to a freer movement of trade. It was therefore desirable that no resolution containing more than the bare terms of reference should be passed. A conciliatory spirit prevailed, and ultimately a motion based on the British amendment was accepted.

The Secretariat, in conjunction with another organization, has been entrusted with the study of the consequences in industrial countries of increased agricultural protectionism and the effect of this policy in countries concerned mainly with agriculture. These are matters in which New Zealand is deeply interested. We may express the hope that at least there will emerge out of this study more information than that which we already possess. It may be that the Swiss representative, when dealing with this matter, felt that a few words of defence were necessary. With some passages of his speech I am inclined to agree. The Economic Committee is composed of experts, many of whom are in the service of their Governments. Is it possible for Civil servants or representatives of Governments completely to forget national policies when considering questions having an international aspect? After all, it is the Governments which compose the League. I doubt whether we can effectively combat the Swiss representative's opinion that it would be difficult for the Economic Committee, as at present constituted, to carry out such an inquiry when Governments are lacking in agreement on fundamental questions of economic policy.

With the documents relating to the Second Committee you will find one (E. 863) entitled "Most Favoured Nation Clause and Multilateral Treaties." It gives the text of an agreement to refrain from invoking the obligations of the most-favoured-nation clause in respect of certain multilateral conventions, an agreement incorporating a proposal made by the delegation of the United States to the Seventh International Conference of American States. This agreement was referred to more than once in the course of the Second Committee's debate, and it was stated at a meeting late in the session that the United States had recently signed it.

An account of the work of the Committee of Statistical Experts will be found in Documents C. 152, M. 63, and C. 672, M. 322.

#### FINANCE COMMITTEE.

I do not think there is any need to draw special attention to the work of the Finance Committee. It is dealt with in the Second Committee's report (Document A. 40), adopted by the Assembly on the 26th September, and to this, as well as to other documents mentioned above, I refer you.

#### HEALTH ORGANIZATION.

This year the Second Committee had before it only the material on health contained on pages 66 to 72 of the Secretary-General's report (Document A. 6). To this and to the admirable report of the Second Committee's Rapporteur (Document A. 39) I refer you. Much of the work of the Health Organization is highly technical. That it is excellently performed and meets a real need is proved by the praise which is always bestowed by members of the Second Committee.

In the course of the debate several speakers stressed the importance of nutrition, and expressed the hope that this subject would be more and more studied by the Health Organization. We learned that the South African Government had suggested that a second Conference, in continuation of that held in Cape Town in 1932, should be convened next year. The South African delegate hoped that it would be a pan-African Conference, whilst the Indian delegate said that such a conference would be of great interest in India. There were also several references to the effect of unemployment on health.

The Second Committee's report was presented to the Assembly at its meeting on the 26th September, and the Assembly adopted the resolution with which the report concludes.

#### COMMUNICATIONS AND TRANSIT.

Article 23 of the Covenant imposes on the League duties of a supervisory nature in several fields. One of the tasks of the League under this article is to "make provision to secure and maintain freedom of communications and of transit and equitable treatment for the commerce of all members of the League."

An account of the work done in the period under review by the organ of the League dealing with communications and transit will be found in Documents A. 6 and A. 6 (a). Much of the work is of only passing interest to New Zealand; but on humanitarian grounds alone the question of oil pollution of navigable waters presses for solution, for the effect of the pollution on bird-life causes intense suffering. Apart from this, damage is done to coastal fisheries and the breeding of fish, and there is disturbance to the amenities of seaside resorts. Governments are able to take, indeed several countries have taken, action to control to a considerable extent pollution in territorial waters, but they are at present powerless to control effectively waters beyond their territorial limits; and a draft convention covering the latter was drawn up at Washington in 1926. It prohibits the discharge of oil and fatty mixtures within fifty to one hundred and fifty nautical miles of the coast. The convention, not having been ratified, is inoperative, although several countries are endeavouring to observe its provisions.

On the invitation of the United Kingdom Government, the League is now considering the question with a view to convening a conference of experts to study the question closely. It is to be hoped that this procedure will result in the preparation of a convention open to the signature of all maritime States.

The Second Committee's Report (Document A. 31) was adopted by the Assembly at its meeting on the 26th September (see also Documents A. 8 and A. 16).

#### CO-OPERATION OF THE PRESS IN ORGANIZATION OF PEACE.

This matter, which was referred to the Second Committee, has occupied the attention of two previous Assemblies. In November, 1933, a Conference of Government Press Bureaux and Press Representatives was held at Madrid, on the invitation of the Spanish Government. The Conference passed a number of resolutions, which will be found on pages 34 to 38 of its report. Resolutions (numbered 3 and 6) bear on the dissemination of false news, a question with which the Conference was largely occupied. Resolution 3 reads as follows:—

“The Conference recommends the establishment of an impartial fact-finding body, composed of impartial non-official experts, who, with the full but informal collaboration of the Government press bureaux, will report on technical and financial methods of remedying the spread of false news, studying more particularly the memorandum which the International Association of Journalists accredited to the League of Nations, submitted in reply to the inquiry concerning the spread of false news.”

Another resolution of the Conference was one expressing a desire that meetings should be periodical, and the concluding paragraph of the draft resolution for submission by the Second Committee to the Assembly dealt with this point. This paragraph read as follows:—

“The Assembly,—

“Requests the Council to authorize the Secretary-General to facilitate, by such means as are at his disposal, the preparation for and organization of the next conference of Government press bureaux and press representatives, by lending the services of the appropriate sections of the League to perform the secretarial work of the Conference, if such services are desired by the Government convening the Conference, after consultation with the Organizing Committee and the press organizations concerned.”

The estimate of the cost involved was very small, some 7,000 francs, but the Fourth Committee refused the credit. Nevertheless the draft resolution as worded was sent to the Assembly.

A good account of this matter of co-operation of the press will be found in the Second Committee's report to the Assembly (Document A. 44). The resolution with which the report concludes was adopted by the Assembly at its meeting on the 26th September.

#### FOURTH COMMITTEE.

In view of the intense criticism of the finances of the League during the past few years, and of the effect such criticism has had on those responsible for the conduct of finances, I recommend, at the outset, a careful study of the reports of the Supervisory Commission (Documents A. 5 and A. 5 (a)).

As has been pointed out in previous reports, apart from exchange troubles and a tendency (now checked) for the League to take up work which is not definitely its concern, the problem is very largely one of unpaid contributions. The responsible authorities have endeavoured to meet the charge of over-budgeting in order to cover deficits anticipated through the non-receipt of contributions. The Supervisory Commission in its first report states:—

“‘Over-budgeting’ is a term which might suggest that the budgetary authority deliberately asks for larger credits than it requires, in order to allow of extravagant expenditure or of expenditure on purposes other than those for which the credits have been sanctioned. In this sense there is not any over-budgeting by the League. The Commission is in a position to assure the Assembly definitely that expenditure is carefully restricted to the objects sanctioned by the Assembly through its budgetary credits, and that the employment of the budget grants is strictly controlled. Indeed, the severity of the rules on the subject of transfer of grants is such that irregularities in this respect would be exceedingly difficult.”

There may have been extravagant expenditure. That, however, was not the main charge: the complaint was that estimates were swollen to such an extent that often they bore no comparison with ultimate expenditure. We know there are uncertainties; that it is difficult to estimate correctly with unforeseen circumstances likely to arise. We are aware that the League, unlike Governments, cannot cover deficiencies by the process of submission and passing of supplementary estimates. But these difficulties are by no means wholly responsible for the situation. In paragraph 13 of its first report the Supervisory Commission says: "It would not be difficult for the Commission and the Secretary-General, after the experience they have now gained, to frame the budget of expenditure so as to approximate closely to the actual expenditure." The Commission then proceeds to details. In the following paragraph the Commission states: "The Commission could make itself responsible for procedure on those lines if it had any guarantee that the budget provisions would be covered by an equivalent collection of revenue."

#### AUDITED ACCOUNTS FOR 1933.

The audited accounts for 1933 will be found in Document A. 3. The anticipated income for that year was 33,429,132 francs, but of this amount only 24,269,067 francs was received. Nevertheless the year ended with a cash surplus of 1,197,908 francs in respect of the Secretariat, although deficits of the International Labour Office and the Permanent Court of International Justice reduced the surplus to 209,354 francs. After a short discussion on points arising out of them, the accounts were passed by the Committee.

#### BUDGET.

This year the Budget (a series of documents numbered A. 4) was presented in a different form. Discussion of the items was short, whether because the new method of preparation made study easier, or because delegates had a feeling that everything possible had been done to keep the Budget within reasonable limits, I am unable to say. Few items called for explanation, and the debates in the Fourth Committee were concentrated mainly on the problems of unpaid contributions and allocation of expenses, which will be dealt with under their respective headings. To the draft Budget, as presented to the Fourth Committee, have to be added four items:—

- (1) For a systematic collation of information on child welfare (dealt with in the work of the Fifth Committee), 16,000 francs.
- (2) For a small Committee to negotiate and conclude with States an equitable settlement of arrears of contributions due by them to the League (see the section dealing with this important question), 15,000 francs.
- (3) For a Committee to study the report of the Secretary-General on the Leagues Committees: item 22 of the agenda (see Document C. 287, M. 125), 12,000 francs.
- (4) Unforeseen expenditure of the International Labour Office, 150,000 francs.

The expenditure under heading (3) arises out of the desire of the Council that there should be conducted an investigation as to the possibility of drawing up rules which, if not uniform, should at least not be too divergent concerning appointment, composition, and renewal of the term of office of the League of Nations Committees. In the opinion of the Secretary-General, a question of organization, which could not be postponed without considerable inconvenience, was involved, and the Supervisory Commission renewed the credit (see resolution of the Assembly passed on the 27th September, Document A. 53).

Item No. 4 was inserted to meet additional financial obligations caused by the accession of new States to the League (including the accession of U.S.A. to the International Labour Office). Although this is an actual addition to the Budget it should be more than offset by the contribution of the U.S.A. and by the creation of additional units due to the entry into the League of the U.S.S.R. and Afghanistan. There is doubt, however, whether the U.S.S.R. will use the International Labour Office.

On the other hand, some small savings were effected, and the net increase on the original draft Budget amounts to 178,364 francs. The total Budget of the League for the year 1933 is 30,639,664 francs, as compared with 30,827,805 francs which was estimated to be the expenditure in 1934. It is satisfactory to be able to record a reduction, even if it be not large.

Lord Meston and Mr. Hambro were re-elected members of the Supervisory Commission, whilst Mr. F. T. Cremins, of the Irish Free State, was appointed substitute member of the Administrative Board of the Staff Pensions Fund.

The Fourth Committee's report to the Assembly (the work of Sir Homi Mehta, one of the delegates for India) is numbered A. 55, and the draft resolution with which it concludes was accepted by the Assembly at its meeting on the 27th September.

#### CONTRIBUTIONS IN ARREARS.

At the third meeting of the Fourth Committee both the British and the Australian delegates spoke on the problem of the unpaid contributions, and I myself took occasion to express in strong terms the dissatisfaction with which the situation is viewed in New Zealand. As in previous years, the matter was remitted for consideration to a special sub-committee composed of six delegates.

Last year's Assembly entered on a new departure. It resolved to try the weapon of publicity. That has had some effect, but the problem still remains unsolved. This year the sub-committee suggested the appointment of a special Committee which would sit at intervals until the Sixteenth Assembly, with full power 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, subject to ratification by the next Assembly.

During consideration of the matter by the sub-committee a number of points were raised and these are dealt with in the report (Document A. 49). This report, together with the relative minutes, will be sent to the special Committee which, under a resolution of the Assembly of the 27th September, will be composed of—

Count Carton de Wiart (Belgium).  
 M. Stefan Osusky (Czechoslovakia).  
 Sir F. Phillips (United Kingdom).  
 M. Castillo Najera (Mexico).  
 M. C. J. Hambro (Norway).

I was a little disturbed by a suggestion of the sub-committee that arrears of contributions received in respect of the years 1920-32, inclusive, should be placed in a special reserve account. My own feeling was that if this suggestion referred to a reserve fund it should be opposed, as every year the Assembly votes a considerable sum of money for use by the Council in cases of emergency. I raised the point in debate. I am satisfied, from the answer given, that such a fund, if created, would be used in order to prevent those States which have defaulted year after year from sharing in a reduction of contributions which would otherwise be possible under the old system of distributing amongst members unspent balances. This question will be studied by the special Committee. Any hope of receiving arrears in full has become very faint, and apparently an attempt will be made to compound with defaulting States for a reasonable payment, if necessary spread over a number of years.

It will be observed that the Committee decided to cancel the arrears of the Argentine Republic for the years 1929-32. There had long been doubt regarding the position of the Argentine in its legal relationship to the League during that period.

Detailed particulars of arrears are given in the various appendices to the Fourth Committee's report.

When the sub-committee's report came before the Fourth Committee I stated that, in my opinion, the present position in regard to defaulting States could not be allowed to continue, for the League was incurring severe criticism because of its failure to take action against members who evaded their financial obligations, and I expressed the hope that the special Committee would make proposals which would enable the Assembly to deal with recalcitrant States.

This question of contributions in arrears has some bearing on a delicate position which has arisen in consequence of the Allocation of Expenses Committee not having been able to suggest a definite scale for allocation, despite the fact, almost universally admitted, that the present scale is inequitable, and, indeed, unjust to some countries. I will therefore proceed to deal with the question of allocation of expenses.

#### ALLOCATION OF EXPENSES.

We must respect the plea of the Allocation of Expenses Committee that it has been impossible to draw up the revised scale which it was hoped would be presented to this year's Assembly. I think the Committee has made out a good case for its inability to complete its task (see Document A. 9), but a repetition of the difficulties with which it is faced, although universally appreciated, is by no means a palliative to the feelings of those countries who believe that they are unjustly treated in the matter of their contributions to the League's Budget.

This year several meetings of the Fourth Committee were devoted to the subject, the representatives of a number of States, including many who are in arrears, taking part in the debate, the Chinese and Siamese delegates especially making strong appeals for relief. There can be no doubt that some countries, when compared with others, are unjustly treated; but I cannot see how a problem of this kind, bristling as it does with difficulties, is likely to be solved with mathematical precision. As I said in Committee, there were few countries which could not claim that they were suffering from the economic crisis, that they were unable to balance their budgets, or that their currencies were seriously depreciated in terms of gold, thus causing their contributions to the League to show such swollen figures in their budgets. In the scramble for reduction in units little attention seems to be paid to the fact, which must be faced, that reduction in one direction must inevitably lead to increase in another. The United Kingdom delegate made a suggestion the adoption of which would have helped those countries that have grievances, but its reception was by no means cordial. It was to the effect that these members of the League occupying permanent seats on the Council should be rated at the number of units paid by Great Britain (105). After allowing for the loss of contributions from Germany and Japan there would be a surplus of units which could be used to reduce the contributions of other States. This suggestion gave rise to a protest (which I fear will be much greater in volume, when the revised scale is submitted) from those who, under such an arrangement, would have to pay more.

Russia had been admitted to the League with a permanent seat on the Council. It was known that she had expressed her willingness to be rated at the number of units paid by a Great Power, and had cited France as an example. It was likely that Afghanistan would be admitted. The number of units to be paid by these countries had therefore to be fixed.

Ultimately the various points were remitted to a small sub-committee. It succeeded in presenting a unanimous report, which recommended the retention of the present scale for 1935, subject to the following:—

- (1) To fix for the next year only the contribution of Afghanistan at one unit, and the contribution of the U.S.S.R. at seventy-nine units.

(2) To invite the Allocations Committee to distribute twenty units for the year 1935 in reduction of the contributions of those States which, in its opinion, had the strongest claim to relief.

(3) In carrying out No. (2), however, the Allocations Committee should "keep in contact with the Special Committee on Arrears of Contributions."

The New Zealand delegate succeeded in getting this clause amended to read,—

"The Allocation Committee in carrying out this task may establish contact with the Special Committee on Arrears of Contributions with a view to obtaining any additional information required."

The above proposals, as amended, were ultimately embodied in the Fourth Committee's report to the Assembly (Document A. 60). The report, which also contains the following motion, was adopted by the Assembly on the 27th September :—

"The Assembly,—

"Having noted the British proposal made during the discussion of the report of the Allocation Committee and the observations to which it gave rise,

"Requests the Governments of States members of the League to study the question ;

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

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

## FIFTH COMMITTEE.

### PENAL AND PENITENTIARY QUESTIONS.

The paper before the Fifth Committee was Document A. 14, which is the report of the Secretary-General to the Assembly on penal and penitentiary questions.

In 1933 the Assembly examined the revised standard minimum rules for the treatment of prisoners and decided "to instruct the Secretary-General to refer the revised rules to Governments of States members or non-members of the League, requesting them to state whether, in view of their existing or proposed laws and regulations, they are in a position to consider the approval and the practical application of these rules in whole or in part."

### TRAFFIC IN WOMEN AND CHILDREN.

The work, based on international conventions, accomplished by the Traffic in Women and Children Committee, one of the organs of the League, at its session in April this year, has been very ably summarized in the report of Miss Horsburgh, delegate of the United Kingdom, who acted as Rapporteur for the Fifth Committee. To this I refer you.

The problem of the punishment of the *souteneur* is troublesome and requires close international co-operation.

The question of the abolition of licensed houses has occupied the attention of the Traffic in Women and Children's Committee for many years, and at length differences of opinion have given place to complete unanimity for abolition.

For information on all aspects of the Committee's work I would refer you to Document C. 149, M. 62, and also the the publication entitled "Abolition of Licensed Houses."

The Fifth Committee's report and the draft resolution attached thereto (Document A. 38) were adopted by the Assembly on the 26th September.

### CHILD WELFARE.

Document No. C. 149, M. 62, contains reports on the work done during the preceding year by the Traffic in Women and Children Committee, by the Child Welfare Committee, and by the two Committees in joint session, and some pages of the Secretary-General's report are also devoted to the work. The two items, "Traffic in Women and Children" and "Child Welfare," are always considered separately by the Fifth Committee, but they are, of course, allied, and are included within the group known as "Social Questions."

A number of valuable reports on the effects of economic depression and unemployment upon children and young people in various countries have been published. Amongst other matters, the Child Welfare Committee devoted itself to the consideration of questions relating to young people who are unemployed.

The Fifth Committee's report is Document A. 52, and the Assembly accepted it on the 27th September.

A section of the report is devoted to the development of the informative role of the Secretariat. There was a long discussion in Committee and great importance was attached to the matter by a number of speakers. The Committee proposed that an additional sum of 30,000 francs should be inserted in the estimates for carrying out this work of development, and a request to this effect was made to the Fourth Committee. Ultimately, the Fourth Committee agreed to vote 16,000 francs, on the understanding that the credit should only be utilized if the Secretary-General was unable to fill a new post of Member of Section by the transfer of an official already in the Secretariat.



## ASSISTANCE TO INDIGENT FOREIGNERS.

For a history of this matter so far as it concerns the League I refer you to the report of Fifth Committee to the Assembly (Document A. 50), and this should be read in conjunction with the report of the Temporary Committee of Experts which, by resolution of the Council of the League, was created to study the means of assistance to indigent foreigners and the execution of maintenance obligations abroad (Document C. 10, M. 8).

The Committee of Experts made fourteen recommendations and drew up a draft Multilateral Convention on Assistance to Indigent Foreigners. This was submitted to some seventy Governments for their observations, but, as only twenty had replied, the Fifth Committee felt it was impossible to take any decision, and it therefore submitted to the Assembly a motion, the essential part of which is as follows:—

“ The Assembly,—

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

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

This was accepted by the Assembly at its meeting on the 26th September.

## OPIUM.

I invite your attention to the Fifth Committee's report to the Assembly (Document A. 51). It is not merely a review of work recently done, but an exposition of that branch of the League's activities which is concerned with the suppression of the traffic in opium and other dangerous drugs. The Secretariat is to be congratulated, but, at the same time, we must recognize that it is only the loyal co-operation of Governments who are determined to carry out the Conventions, both in spirit and in letter, which has made possible the excellent progress shown in the report. At any rate, the work of the organization is such that I think the Rapporteur is justified in assuming that, given the opportunity, the League can perform equally good work in other spheres having an international bearing.

With the improvement in administration, rendered possible by the coming into force of the 1931 Convention, there is every reason to be proud. I am not certain, however, that the position is so satisfactory in regard to the production of raw opium. There is no doubt that narcotics are manufactured much more extensively than the most liberal requirements of the legitimate trade justify, and until Governments are able to enforce limitation of areas of cultivation of the poppy the illicit traffic will remain a difficult problem to solve. References to the illicit traffic under the heading “ Clandestine Manufacture ” in the Committee's report, are very illuminating; indeed, an important seizure recently effected at Hong Kong was disclosed at one of the meetings of the Committee.

For other aspects of the control of narcotics I refer you to the report, which is one of the most readable documents issued by the League. It received the approbation of the Assembly on the 27th September.

## SIXTH COMMITTEE.

## ADMISSION OF RUSSIA.

The question of the admission of Russia was very prominent in the early days of the session, and I have already mentioned Mr. De Valera's reference to it in the debate on the Secretary-General's report. The papers were referred to the Sixth Committee by the Assembly on the morning of the 17th September. These papers consist (1) of an invitation to Russia to join the League, signed by the representatives of thirty States, the reply of Mr. Litvinoff to the invitation, and a letter from the representatives of Denmark, Finland, Norway, and Sweden, who would have signed the invitation had it emanated from the Assembly itself (Document A. 34); and (2) a letter from the President of the Council announcing that the Council had decided to appoint the Union of Socialist Soviet Republics to be a permanent member of the Council as soon as its admission to the League had been agreed to by the Assembly (Document A. 35).

On the afternoon of the 17th September the Sixth Committee met. There was considerable excitement, and the Committee-room was full, delegates being strongly represented, and the public and press galleries being full to overflowing. The debate was on a high level, and reminded me of the great debates of the earlier days of the League, when enthusiasm ran high.

At the conclusion of the debate in the Sixth Committee thirty-eight countries voted for admission; there were seven abstentions, and three countries voted against admission. The countries comprising the last-mentioned group were Holland, Portugal, and Switzerland, and their representatives gave reasons for the decision to cast a negative vote. In the mind of the objectors the danger of communist propaganda was ever present. Could the admission of the U.S.S.R. be reconciled with the position in which several members of the League found themselves, not yet having recognized Soviet Russia *de jure*? That was the question. How did the League stand in relation to resolutions of early sessions of the Assembly regarding Georgia, Armenia, and the Ukraine? These and other points, very ably made, particularly by M. Motta, the Swiss delegate (who received a great ovation at the conclusion of his speech), were replied to by the representative of France. M. Barthou maintained that, in admitting Russia, the members of the League would be acting in the principle of the Covenant; and that it was far preferable to have a

great country of some 170,000,000 inhabitants a member of the League than to run the risk of that country resuming her former attitude of negation. Indeed, the plea of the universality of the League was very prominent in the debate, and emphasis was laid on this aspect in the debate in the Assembly on the following day.

Of the actual admission of Russia by the Assembly little need be said. The three countries who had cast a negative vote maintained their attitude, and the representatives of Switzerland and Portugal made brief statements. One delegate who had not taken any part in the proceedings in Committee, Mr. De Valera, spoke, but limited his remarks almost entirely to the religious aspect. He put forward an argument for requiring that Russia should in future allow freedom of religious thought, and, indeed, should, on the occasion of her entry into the League, make a formal declaration regarding freedom of worship, similar to that which she made when diplomatic relations were resumed with the United States. The motion for admission was put to the vote. There was a roll call: forty-nine States voted—thirty-nine for admission; three against admission; and there were seven abstentions. The necessary two-thirds majority was obtained, and Russia was declared by the President of the Assembly to be a member of the League.

The Assembly was then invited to confirm the Council's resolution conferring on Russia a permanent seat on the Council. Forty States voted in favour. No negative votes were cast; but there were ten abstentions.

Mr. Litvinoff and his co-delegates, having taken their seats, were welcomed by the President. Mr. Litvinoff subsequently delivered a long speech. It will be found in the verbatim report. The scene was striking, but, in my opinion, bore little resemblance to that enacted in 1926, when, in a tense atmosphere, another great country, Germany, was admitted to membership. Much has happened in the eight years which have intervened.

#### ADMISSION OF AFGHANISTAN.

On the afternoon of the 25th September the Assembly was unexpectedly summoned to take a decision on the question of inserting in the agenda the request of Afghanistan to be admitted to the League of Nations (Document A. 46). This business occupied but a few minutes. The Assembly agreed to admit the item to the agenda and decided to refer the application to the Sixth Committee.

On the 27th September the Sixth Committee reported in favour of the admission of Afghanistan (Document A. 54), and after the delegates of Turkey, Persia, India, and Iraq had spoken in support that State was unanimously elected a member of the League, forty-seven votes being recorded. After taking his seat, the representative of Afghanistan mounted the tribune and made a short speech to the Assembly.

#### MANDATES.

It seems to have become the prerogative of the Norwegian delegation to propose that the Assembly should consider papers relating to mandates. The item was added to the agenda and referred to the Sixth Committee. There was a short but interesting debate, one of its participants being the delegate from Iraq, whose country had for some years been administered by Great Britain under mandate.

The work of the Permanent Mandates Commission is being followed by the League very closely. The Commission's task in examining the annual reports involves responsibility in no small measure. The difficulties which the mandate system has created for countries exercising mandates over backward peoples, are, I think, not sufficiently realized. This aspect I stressed when dealing briefly with Western Samoa. The Sixth Committee's report (Document A. 42) was adopted by the Assembly on the 26th September.

#### SLAVERY.

Once again the United Kingdom delegation moved to have the item "Slavery" inserted in the agenda. The motion was accepted and the matter referred to the Sixth Committee. The United Kingdom delegate in opening the debate pointed out that if the Advisory Committee on Slavery, which was to meet next year, was to do successful work it was necessary that Governments should provide information, and he introduced the following motion:—

"The Assembly,—

"Notes the rules of procedure drawn up by the Advisory Committee of Experts on Slavery and approved by the Council on January 19th, 1934;

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

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

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

This was accepted and sent to the Assembly, which adopted it as its own on 26th September (Document A. 43).

## NANSEN INTERNATIONAL OFFICE FOR REFUGEES.

The report of the governing body of the Nansen International Office for Refugees is No. A. 12. It is estimated that there are 800,000 Russians, 170,000 Armenians, and 14,000 other refugees of Near Eastern nationalities. In some of the countries in which they have taken refuge about 50 per cent. are unemployed, and 25 per cent. of the whole consists of children and sick persons. Further, there are a number of Russian women refugees in China who have become victims of the white slave traffic. It was on behalf of these last mentioned that the Spanish delegate on the Sixth Committee made an earnest appeal. She suggested that a credit be voted solely for the purpose of relieving the situation of the Russian women in the Far East; that such work should not affect the Nansen Office or the time laid down for its existence; and that the Nansen Office should act in conjunction with the Advisory Committee on Traffic in Women. The matter was also discussed at considerable length in the Fifth Committee. Ultimately a sub-committee consisting of members of the Fifth and Sixth Committees was appointed. This sub-committee, after considering the matter, advised that a conference which is to be convened in the East for another purpose should also be charged to deal with the question of Russian refugee women in China.

The efforts of the Nansen Office to arrange for the settlement of refugees in oversea countries has not met with success. The plan for settling Iraq Assyrians in Brazil has been abandoned, although there is a proposal afoot for settling them in British Guiana. Nevertheless, the Office can claim to have ameliorated the hard lot of many thousands of refugees. The Sixth Committee's report and the resolution attached thereto (Document A. 37) were adopted by the Assembly on the 26th September.

## INTELLECTUAL CO-OPERATION.

I invite your attention to pages 58-69 of the Secretary-General's report (Part II) of Document A. 6 (a), and also to the report of the governing body of the International Institute of Intellectual Co-operation (Document C. 338, M. 155).

The subjects dealt with by the Institute are striking and varied, but much of the work appeals only to specialists. I have always felt that intellectual co-operation between the nations is not only good in itself, but invaluable as a means of bringing about that better understanding which is a necessary preliminary to much that the League stands for. But the intellectual co-operation must be of a kind which reaches the masses and which the masses can understand and appreciate. It was with this idea in mind that I made a short speech in the Sixth Committee, taking New Zealand, the member State farthest from the seat of the League, as an example of the danger towards insularity in far distant communities which the Intellectual Co-operation Organization, given the will and the means, can correct. I am convinced it is mainly on the younger generations that the fate of the League depends, and I quoted the important part which the system of exchange of teachers within the British Commonwealth of Nations had played in the co-operation of mind and intellect. I suggested that the scheme be extended by the introduction of a system of exchange of professors as between the nations.

It is easy to point to difficulties of race, of religion, and particularly of language. Many of these difficulties exist at a League of Nations Assembly, but they do not prevent a considerable measure of co-operation in matters affecting the world in general. It is also easy to sneer at moral disarmament, which the representatives of at least one nation at the Disarmament Conference were convinced must be seriously pursued if we are to attain that state of mind which will make impossible a repetition of the horrors of 1914-18. But when all is said, moral disarmament is a factor, and an important one, and cannot be neglected.

The Sixth Committee's report and the draft resolution attached thereto were accepted by the Assembly on the 26th September (Document A. 41).

## PROTECTION OF MINORITIES.

Earlier in this report I have referred to the speech which the Polish Minister for Foreign Affairs made in the Assembly on the subject of minorities. In April last the Polish Government, through its representative in Geneva, requested that a motion should be placed on the agenda for the next Assembly. The object of this motion, the text of which is given in Document A. 7, was to obtain the summoning of an international conference to draw up a general Convention on the International Protection of Minorities. In addition to this motion there was one submitted by the Hungarian Delegation providing for reference to the Sixth Committee of that part of the report on the work of the League dealing with the question of protection of minorities (Document A. 26). There was therefore material for a good debate, and expectations were realized to the full.

The supervision of the execution of clauses dealing with the protection of minorities in certain treaties is one of the tasks of the League. These clauses apply not to all countries which took part in the Great War, but only to some which received augmentation of territory or were created or recreated by the treaties. Other countries which received additions of territory partly inhabited by peoples of different race and tongue are not bound by the minority clauses; and, as a consequence, there is a feeling of injustice which has become prominent of late. Whether it is this feeling which prompted the Polish motion, or whether there are other causes not apparent on the surface, it is not for me to say. I merely have to deal briefly with the motion, its discussion in Committee, and the result of the discussion as shown in the report presented to the Assembly. I may, however, be permitted to remark that there appears to be some inconsistency in a proposal to generalize a system the difficulties of which have on more than one occasion been loudly voiced by the country making the proposal.

The keynote was struck by the delegate of the United Kingdom, a section of whose speech is printed in the Sixth Committee's report to the Assembly (Document A. 57). I quote the following passages, which are themselves quotations from a League document:—

“It must at once be placed on record that it was no part of the purpose of the authors of the treaties to set out principles of government which should be of universal obligation. What the Conference had to deal with was a number of problems which were purely local, which arose only in certain specified districts of Europe, but which at the same time, in view of the political conditions of the moment, were serious, urgent, and could not be neglected.” These words aptly express the principle. In the rearrangement of frontiers it was impossible not to include certain territories containing peoples differing in race, tongue, and culture from the peoples of the countries to which they would in future belong; and the bare elements of justice made it necessary that they should be protected.

Although the Polish motion obtained a considerable degree of sympathy, the opponents of generalization had the stronger voice, and towards the close of the debate the Chairman begged the Polish delegate not to insist on the motion being put to the vote. The latter, seeing that unanimity could not be obtained, agreed to the Chairman's request.

The Hungarian motion gave rise to a lively discussion, and there were the usual exchanges between the representatives of countries having minorities and those of countries whose former nationals had been incorporated in other States.

Whatever may be the views held on the principles involved, this annual debate in the Sixth Committee not only helps to keep alive interest in the question, but serves other useful purposes, even if, strictly speaking, it is the Council and not the Assembly which is charged with the work of supervision.

No formal resolution was passed by the Assembly, which accepted its Committee's report on the 27th September.

#### DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

At the request of the Bolivian Government this long-drawn-out dispute was referred by the Council to the Assembly, and the papers were considered by the Sixth Committee. These papers consist of—

- (1) Statement of the Bolivian Government's case (Document A. 22):
- (2) Statement of the Paraguayan case (Document A. 19).

The dispute concerns possession of a part of the territory known as the Chaco. Each side's case is fully developed in the statements and is supported by a wealth of historical and other information. All attempts at solution, both by the League and by others, have so far failed, and Bolivia had invoked the application of Article 15 of the Covenant.

When submitting his country's case the representative of Paraguay stated that the submission of his statement was not in any circumstances to be taken to imply acceptance of the application in its entirety of the procedure laid down in Article 15 of the Covenant before the definitive cessation of hostilities accompanied by effective measures of security. One of the first acts of the Sixth Committee, therefore, was to ask the First Committee to give an opinion on the applicability in its entirety of Article 15 of the Covenant to the dispute between Bolivia and Paraguay. The opinion of the First Committee is given in Document A. VI/12. Briefly, it is that Article 15 of the Covenant is applicable in its entirety, even in a case where the parties are at war, but that it would not necessarily apply in the event of a member of the League of Nations which is the victim of aggression applying to the Council in virtue of Article 10.

I do not think there is any need to recapitulate the debate in the Sixth Committee. The Committee's task was to find a means of putting an end to the unhappy state of affairs, and on the 27th September it submitted to the Assembly a draft motion, the text of which is given in Document A. 58. This motion provides for the establishment of a Committee composed of—

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

The business of the Committee will be to endeavour to put an end to the dispute, and the motion then proceeds:—

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

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

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

This motion was accepted by the Assembly, which, at the suggestion of the Sixth Committee, appointed China, Irish Free State, Sweden, and Venezuela as the four members of the Committee to be selected by the Assembly.

Before closing I must refer to a situation which arose out of steps taken by certain States to prohibit the supply of arms and war material to the belligerents. When the matter was under discussion the Italian delegate stated that a question of principle was involved "which should be considered from the standpoint of pure law and, in particular, from the standpoint of interpretation of the Covenant." The point was referred to the First Committee, which issued a report dated 23rd September and numbered A. I/7. It was clear to the First Committee that the members of the League which had imposed prohibition had not applied any articles of the Covenant, but had acted within their sovereign rights, which did not conflict with any provisions of the Covenant.

On the question of principle the First Committee was unable to provide an opinion within the limited time at its disposal, and suggested that a special Committee should be appointed for the purpose of studying the matter. This suggestion was adopted by the Sixth Committee, and a resolution requesting the Council to "appoint a committee to study, from the standpoint of pure law and, in particular, from that of interpretation of the Covenant, the question of prohibiting, under the provisions of the Covenant of the League of Nations, the supply of arms and war material to belligerents, and to present its conclusions to the Council and to the Assembly" was passed by the Assembly on the 27th September (Document A. 56). A further paper (Document A. VI/13) containing the proposal for settlement made by the Argentine Ministry of Foreign Affairs, will be found of interest.

I have the honour to be,

Sir,

Your obedient servant,

C. J. PARR,

High Commissioner for New Zealand.

The Right Honourable the Prime Minister, Wellington, New Zealand.

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