3. Six Nations Appeal to the League of Nations

1920

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TEXT
of
THE PROPOSED CONSTITUTION
for the
LEAGUE
of
NATIONS

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Foreword

O

N February 14, 1919, President Wilson, as chairman of the Commission on the League of Nations, presented at the peace conference the accompanying draft of the proposed constitution.

In introducing the historical document, President Wilson said:

"Mr. Chairman—I have the honor, and assume it a very great privilege, of reporting in the name of the commission constituted by this conference on the formulation of a plan for the League of Nations. I am happy to say that it is a unanimous report, a unanimous report from the representatives of fourteen nations—the United States, Great Britain, France, Italy, Japan, Belgium, Brazil, China, Czecho-Slovakia, Greece, Poland, Portugal, Roumania and Serbia. I think it will be serviceable and interesting if I, with your permission read the document as the only report we have to make."

As this document will be under worldwide discussion for many weeks to come, it is desirable that every American citizen should be familiar with the details.

We take pleasure in presenting to you, with our compliments, a copy of the proposed constitution in this ready-reference booklet.
PROPOSED CONSTITUTION
of the
LEAGUE of NATIONS

PREAMBLE.

In order to promote international co-operation and to secure international peace and security, by the acceptance of obligations not to resort to war, by the prescription of open, just and honorable 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 organized peoples with one another, the Powers signatory to this covenant adopt this constitution of the League of Nations:

Article I.

This action of the high contracting parties under the terms of this covenant shall be effected through the instrumentality of a meeting of a body of delegates representing the high contracting parties, of meetings at more frequent intervals of an executive council, and of a permanent international secretariat to be established at the seat of the league.

Article II.

Meetings of the body of delegates shall be held at stated intervals and from time to time, as occasion may require, for the purpose of dealing with matters within the sphere of action of the league.

Meetings of the body of delegates shall be held at the seat of the league or at such other places as may be found convenient and shall consist of representatives of the high contracting parties.

Each of the high contracting parties shall have one vote, but may have not more than three representatives.

Article III.

The executive council shall consist of representatives of the United States of America, the British Empire, France, Italy and Japan, together with representatives of four other states, members of the league.

The selection of these four states shall be made by the body of delegates on such principles and in
such manner as they think fit. Pending the appoint-
ments of these representatives of the other states,
representatives of (blank left for names) shall be
members of the executive council.

Meetings of the council shall be held from dme
to time as occasion may require and at least once
a year at whatever place may be decided on or,
ailing any such decision, at the seat of the league,
and any matter within the sphere of action of the
league or affecting the peace of the world may be
dealt with at such meetings.

Invitations shall be sent to any power to attend
a meeting of the council at which such matters
directly affecting its interests are to be discussed,
and no decision taken at any meeting will be bind-
ing on such powers unless so invited.

Article IV.

All matters of procedure at meetings of the
body of delegates or the executive council, including
the appointment of committees to investigate par-
ticular matters, shall be regulated by the body of
delelegates or the executive council and may be de-
cided by a majority of the states represented at
the meeting.

The first meeting of the body of delegates and of
the executive council shall be summoned by the
President of the United States of America.

Article V.

The permanent secretariat of the league shall
be established at (blank) which shall constitute the
seat of the league. The secretariat shall comprise
such secretaries and staff as may be required, under
the general direction and control of a secretary-
general of the league, who shall be chosen by the
executive council; the secretariat shall be appointed
by the secretary-general subject to confirmation by
the executive council.

The secretary-general shall act in that capacity
at all meetings of the body of delegates or of the
executive council.

The expenses of the secretariat shall be borne
by the states members of the league in accordance
with the apportionment of the expenses of the Inter-
national Bureau of the Universal Postal Union.

Article VI.

Representatives of the high contracting parties
and officials of the league, when engaged in the
business of the league, shall enjoy diplomatic privi-
leges and immunities and the buildings occupied by
the league or its officials or by representatives at-
tending its meetings shall enjoy the benefits of
extra-territoriality.

Article VII.

Admission to the league of states not signatories
to the covenant and not named in the protocol hereto
as states to be invited to adhere to the covenant,
requires the assent of not less than two-thirds of
the states represented in the body of delegates, and
shall be limited to fully self-governing countries,
including dominions and colonies.

No state shall be admitted to the league unless
it is able to give effective guarantees of its sincere
intention to observe its international obligations,
and unless it shall conform to such principles as
may be prescribed by the league in regard to its
naval and military forces and armaments.

Article VIII.

The high contracting parties recognize the prin-
ciple that the maintenance of peace will require
the reduction of national armaments to the lowest
point consistent with national safety and the en-
forcement by common action of international obliga-
tions, having special regard to the geographical
situation and circumstances of each state; and the
executive council shall formulate plans for effecting
such reduction.

The executive council shall also determine, for
the consideration and action of the several govern-
ments, what military equipment and armament is
fair and reasonable in proportion to the scale of
forces laid down in the program of disarmament;
and these limits, when adopted, shall not be exceeded
without the permission of the executive council.

The high contracting parties agree that the manu-
facture by private enterprise of munitions and im-
plements of war lends itself to grave objections, and
direct the executive council to advise how the evil
effects attendant upon such manufacture can be
prevented, due regard being had to the necessities
of those countries which are not able to manufacture
for themselves the munitions and implements of war
necessary for their safety.

The high contracting parties undertake in no
way to conceal from each other the condition of
such of their industries as are capable of being
adapted to warlike purposes or the scale of their
armaments, and agree that there shall be full and
frank interchange of information as to their mili-
tary and naval programs.

Article IX.

A permanent commission shall be constituted to
advise the league on the execution of the provisions
of article VIII and on military and naval questions
generally.
Article X.
The high contracting parties shall undertake to respect and preserve, as against external aggression, the territorial integrity and existing political independence of all states members of the league.

In case of any such aggression or in case of any threat or danger of such aggression the executive council shall advise upon the means by which the obligation shall be fulfilled.

Article XI.
Any war or threat of war, whether immediately affecting any of the high contracting parties or not, is hereby declared a matter of concern to the league and the high contracting parties reserve the right to take any action that may be deemed wise and effectual to safeguard the peace of nations.

It is hereby also declared and agreed to be the friendly right of each of the high contracting parties to draw the attention of the body of delegates or of the executive council to any circumstance affecting international intercourse which threatens to disturb international peace or the good understanding between nations upon which peace depends.

Article XII.
The high contracting parties agree that, should disputes arise between them which cannot be adjusted by the ordinary processes of diplomacy, they will in no case resort to war without previously submitting the questions and matters involved either to arbitration or to inquiry by the executive council and until three months after the award by the arbitrators or a recommendation by the executive council; and that they will not even then resort to war as against a member of the league which complies with the award of the arbitrators or the recommendation of the executive council.

In any case under this article the award of the arbitrators shall be made within a reasonable time and the recommendation of the executive council shall be made within six months after the submission of the dispute.

Article XIII.
The high contracting parties agree that whenever any dispute or difficulty shall arise between them which they recognize to be suitable for submission to arbitration and which cannot be satisfactorily settled by diplomacy, they will submit the whole matter to arbitration.

For this purpose the court of arbitration to which the case is referred shall be the court agreed on by the parties or stipulated in any convention existing between them.

The high contracting parties agree that they will carry out in full good faith any award that may be rendered.

In the event of any failure to carry out the award, the executive council shall propose what steps can best be taken to give effect thereto.

Article XIV.
The executive council shall formulate plans for the establishment of a permanent court of international justice and this court shall, when established, be competent to hear and determine any matter which the parties recognize as suitable for submission to it for arbitration under the foregoing article.

Article XV.
If there should arise between states members of the league any dispute likely to lead to rupture, which is not submitted to arbitration as above, the high contracting parties agree that they will refer the matter to the executive council; either party to the dispute may give notice of the existence of the dispute to the secretary-general, who will make all necessary arrangements for a full investigation and consideration thereof.

For this purpose the parties agree to communicate to the secretary-general, as promptly as possible, statements of their case with all the relevant facts and papers, and the executive council may forthwith direct the publication thereof.

Where the efforts of the council lead to the settlement of the dispute a statement shall be published indicating the nature of the dispute and the terms of settlement, together with such explanations as may be appropriate.

If the dispute has not been settled a report by the council shall be published, setting forth, with all necessary facts and explanations, the recommendation which the council thinks just and proper for the settlement of the dispute.

If the report is unanimously agreed to by the members of the council, other than the parties to the dispute, the high contracting parties agree that they will not go to war with any party which complies with the recommendations and that if any party shall refuse so to comply the council shall propose measures necessary to give effect to the recommendations.

If no such unanimous report can be made, it shall be the duty of the majority and the privilege of the minority to issue statements indicating what they believe to be the facts and containing the reasons which they consider to be just and proper.
The executive council may, in any case under this article, refer the dispute to the body of delegates. The dispute shall be so referred at the request of either party to the dispute, provided that such request must be made within fourteen days after the submission of the dispute.

In a case referred to the body of delegates all the provisions of this article and of article XII, relating to the action and powers of the executive council, shall apply to the action and powers of the body of delegates.

**Article XVI.**

Should any of the high contracting parties break or disregard its covenants under article XII, it shall thereby ipso facto be deemed to have committed an act of war against all the other members of the league, which hereby undertakes 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.

It shall be the duty of the executive council, in such case, to recommend what effective military or naval force the members of the league shall severally contribute to the armed forces to be used to protect the covenants of the league.

The high contracting parties agree, further, that they will mutually support one another in the financial and economic measures which may be taken under this article, in order to minimize 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 afford passage, through their territory, to the forces of any of the high contracting parties who are co-operating to protect the covenants of the league.

**Article XVII.**

In the event of disputes between one state member of the league and another state which is not a member of the league, or between states not members of the league, the high contracting parties agree that 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 executive council may deem just and upon acceptance of any such invitation the above provisions shall be applied with such modifications as may be deemed necessary by the league.

Upon such invitation being given, the executive council shall immediately institute an inquiry into the circumstances and merits of the dispute and recommend such action as may seem best and most effectual in the circumstances.

In the event of a power so invited refusing to accept the obligations of membership in the league for the purposes of such dispute, and taking any action against a state member of the league which, in the case of a state member of the league would constitute a breach of article XII, the provisions of article XVI shall be applicable as against the state taking such action.

If both parties to the dispute, when so invited, refuse to accept the obligations of membership in the league for the purpose of such dispute, the executive council may take such action and make such recommendations as will prevent hostilities and will result in the settlement of the dispute.

**Article XVIII.**

The high contracting parties agree that the league shall be entrusted with 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.

**Article XIX.**

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 shall be applied the principle that the well-being and development of such peoples form a sacred trust of civilization and that securities for the performance of this trust should be embodied in the constitution of the league.

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 that this tutelage should be exercised by them as mandatories on behalf of the league.

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.

Certain communities formerly belonging to the Turkish Empire have reached a stage of development which their existence as independent nations
can be provisionally recognized subject to the rendering of administrative advice and assistance by a mandatory power 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 power.

Other peoples, especially those of Central Africa, are at such a stage that the mandatory must be responsible for the administration of the territory, subject to conditions which will guarantee freedom of conscience or 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 defense of territory, and will also secure equal opportunities for the trade and commerce of other members of the league.

There are territories, such as Southwest Africa and certain of the South Pacific isles, which, owing to the sparseness of their population, or their small size, or their remoteness from the centers of civilization or their geographical continuity to the mandatory state, and other circumstances, can be best administered under the laws of the mandatory state as integral portions thereof, subject to the safeguards above mentioned, in the interests of the indigenous population.

In every case of mandate the mandatory state shall render to the league an annual report in reference to the territory committed to its charge.

The degree of authority, control or administration to be exercised by the mandatory state shall, if not previously agreed upon by the high contracting parties in each case, be explicitly defined by the executive council in a special act or charter.

The high contracting parties further agree to establish at the seat of the league a mandatory commission to receive and examine the annual reports of the mandatory powers and to assist the league in ensuring the observance of the terms of all mandates.

Article XX.

The high contracting parties will endeavor to secure and maintain fair and humane conditions of labor for men, women and children, both in their own countries and in all countries to which their commercial and industrial relations extend, and to that end agree to establish, as part of the organization of the league, a permanent bureau of labor.

Article XXI.

The high contracting parties agree that provision shall be made, through the instrumentality of the league, to secure and maintain freedom of transit and equitable treatment for the commerce of all states members of the league, having in mind, among other things, special arrangements with regard to the necessities of the regions devastated during the war of 1914-1918.

Article XXII.

The high contracting parties agree to place under the control of the league all international bureaus already established by general treaties, if the parties to such treaties consent. Furthermore, they agree that all such international bureaus to be constituted in future shall be placed under control of the league.

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Article XXIV.

It shall be the right of the body of delegates from time to time to advise the reconstruction by states, members of the league, of treaties which have become inapplicable, and of international conditions of which the continuance may endanger the peace of the world.

Article XXV.

The high contracting parties severally agree that the present covenant is accepted as abrogating all obligations inter se which are inconsistent with the terms thereof, and solemnly engage that they will not hereafter enter into any engagements inconsistent with the terms thereof.

In case any of the powers signatory hereto or subsequently admitted to the league shall, before becoming a party of this covenant, have undertaken any rigorous obligations which are inconsistent with the terms of this covenant, it shall be the duty of such power to take immediate steps to procure its release from such obligations.

Article XXVI.

Amendments to this covenant will take effect when ratified by the states whose representatives compose the executive council and by three-fourths of the states whose representatives compose the body of delegates.